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ABSTRACT

An in-depth assessment of all aspects of the San Francisco School District's Child Development Program (CDP) was conducted. Assessment measures included: (1) on-site observations of preschool, kindergarten, and school-age child care classroom environments and of teacher behaviors and sensitivity; (2) reviews of physical environments and provisions for health and safety; (3) parent questionnaires and meetings with parent focus groups (conducted in English, Spanish, and Chinese); (4) parent involvement questionnaires completed by site managers; (5) site manager and teacher interviews; (6) teaching staff questionnaires; (7) meetings and focus groups with the three unions representing various employees of the CDP; (8) meetings and interviews with school district administrators; and (9) site profiles. The assessment found that: (1) the program lacks a clearly articulated mission statement and a unified curricular framework; (2) lines of authority are unclear and record-keeping systems are antiquated; (3) there is poor communication at all levels; (4) parents are a badly neglected resource; (5) many classrooms are shabby, and lack appropriate materials and basic supplies; (6) little attention is paid to cultural sensitivity; (7) staffing costs are high, but there is little opportunity for training and career advancement; and (8) poor planning and under-enrollment have caused fiscal problems which threaten the program's existence. Includes 53 references. (JW)

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ED 387 221

SEEDS OF OPPORTUNITY

FINAL REPORT ON THE SAN FRANCISCO UNIFIED SCHOOL DISTRICT'S CHILD DEVELOPMENT PROGRAM

JUNE 1995

EXECUTIVE SUMMARY

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The statements, findings, conclusions and recommendations in this report reflect information available to the SEEDS project at the time it was issued.

Additionally, it should be noted that the statements, findings, conclusions and recommendations found in the Final Report are those of the SEEDS Project and do not necessarily reflect the views of the Jenifer Altman Foundation, the Miriam and Peter Haas Fund, the S.H. Cowell Foundation and the San Francisco Foundation, which have generously supported the Project.

SEEDS

OF OPPORTUNITY

EXECUTIVE SUMMARY
OF THE
FINAL REPORT ON THE
SAN FRANCISCO UNIFIED SCHOOL DISTRICT'S
CHILD DEVELOPMENT PROGRAM

JUNE 1995

STRIVING FOR EXCELLENCE
IN EARLY CARE AND DEVELOPMENT SERVICES

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INTRODUCTION

THE RECENT CRISIS WITHIN THE SAN FRANCISCO UNIFIED SCHOOL DISTRICT'S CHILD DEVELOPMENT PROGRAM HAS BROUGHT WITH IT A MAJOR OPPORTUNITY FOR RENEWAL THAT CAN GREATLY BENEFIT THE CITY'S NEEDIEST CHILDREN AND FAMILIES.

PHOTOGRAPH KATHY SLOANE

The District now has the chance not only to address serious concerns about its Child Development Program, but to build on the Program's many strengths, designing a comprehensive, high-quality system of services which can also be a model for other communities.

High-quality early childhood programs have been shown to play an indispensable role in preparing children for better school performance and in greatly reducing the need for later remedial interventions.[1] School-age child care programs have been recognized as serving a vital role in allowing children the opportunities to develop social skills which are related to higher levels of self-esteem and academic accomplishment.[2] They also have been recognized as preventing juvenile crime and delinquency.[3] For these reasons, the District

[1] Boyer, 1991; High/Scope, 1993; National Center on Clinical Infant Programs, 1992; National Commission on Children, 1991; National Governors Association, 1990; National Task Force on School Readiness, 1991.

[2] Miller, 1994.

[3] National Center for Youth Law, January - February, 1995.

should view the entire Child Development Program as the very cornerstone of its mission and its services.

The San Francisco Unified School District's Child Development Program (CDP) is by far the largest provider of early care and education in the city, and it is entrusted with serving those young children and families who have the fewest options to obtain such services elsewhere.[1] But a yearlong review of the Program's day-to-day operations has found that despite the Program's considerable strengths, the District is falling well short of fulfilling its public trust.

This report by the **SEEDS Project**, whose name stands for "**S**triving for **E**xcellence in **E**arly Care and **D**evelopment **S**ervices," is the result of an in-depth assessment of all aspects of the Child Development Program (CDP), supported by a community-wide collaboration for change. The process which SEEDS has used is a facilitative model of review, seeking to promote change from within the Unified School District and the Child Development Program, and to identify sources of on-going support within the community to make such change possible. The SEEDS Project has been coordinated by the Child Care Law Center, a legal services organization actively involved in the San Francisco child care community since 1978. Throughout the past year, SEEDS has conferred with all stakeholders in the Child Development Program. We have solicited input from staff at all levels of the CDP, as well as from parents, and have sought to put forth recommendations which can facilitate positive reforms in administrative and fiscal management, staffing and the quality of programming.

WE HAVE LEARNED THAT THROUGHOUT THE CHILD DEVELOPMENT PROGRAM, PARENTS AND STAFF ARE OVERWHELMINGLY AWARE OF THE PROBLEMS THEY FACE, EAGER FOR CHANGE, AND READY TO HELP.

This in-depth assessment was mandated by the San Francisco Board of Education when serious concerns arose in September, 1993 about quality and safety at a number of CDP sites. Among the greatest concerns were inadequate supervision, including two incidents in which children had wandered away from facilities by themselves; overcrowding and understaffing; corporal punishment and other harsh behavior towards; and the operation of some facilities without a license. As a result of legal action against the Program, the CDP was placed on probationary licensing status with the California Department of Social Services and on conditional funding status with the California Department of Education.

In response to the CDP's probationary status during the past year, The Program's Interim Management Team has implemented a variety of changes and improvements. Some of these changes have been made directly in response to preliminary SEEDS Project findings which were shared with the Program and the District. However, the CDP remains on probationary licensing status with the California Department of Social Services and on conditional funding status with the California Department of Education.

Longtime CDP Director, Madelon Halpern, retired at the end of 1993, and an Interim Management Team headed by Paula Moten-Tolson assumed administration of the Program on January

[1] The Child Development Program currently operates 33 full-day, year-round Children's Centers, as well as 18 part-day pre-kindergarten programs. It has a licensed capacity for 4,763 preschool and school-age children, and approximately 3,500 additional children are on a waiting list to receive services. Families using the program reflect the city's racial, cultural and linguistic diversity; 92 percent of the children are members of ethnic minorities. To be eligible for full-day child care services, parents must be working, in school, seeking work, in job training, or homeless, or have a child in need of protective services. Parents pay according to a sliding fee scale, with the remainder of costs funded through the State and the School District. The 18 part-day programs include four State Preschool and fourteen Chapter 1-funded classrooms, providing compensatory preschool education services to very low-income families for free.

THE SEEDS PROJECT FINDINGS ARE BASED ON A WIDE VARIETY OF RESEARCH MEASURES AND ASSESSMENT TOOLS IMPLEMENTED SINCE THE PROJECT BEGAN IN APRIL 1994:

- on-site observational assessments of preschool, kindergarten and school-age child care classroom environments, teacher behaviors and teacher sensitivity at all 42 Child Development Program sites;
- an assessment of physical environments and provisions for health and safety at selected sites;
- parent questionnaires, and a city-wide series of parent focus groups, in English, Spanish and Chinese;
- parent involvement questionnaires completed by site managers;
- site manager and teacher interviews;
- teaching staff questionnaires;
- meetings and focus groups with members and representatives of the United Educators of San Francisco, the United Administrators of San Francisco, and Local 790 of the SEIU, the unions which represent all employees of the CDP;
- meetings and interviews with District administrators;
- meetings with the Program's social workers, nurse practitioner and resource teachers;
- site profiles completed by site managers and attendance at many of their in-house meetings;
- visits to Program sites by SEEDS staff and advisors;
- a review of CDP and Unified School District administrative policies and practices, records and reports;
- a review of enrollment records, personnel payroll rosters and other fiscal management information; and
- input from the Child Development Program 1994 Staff Development Days and the One-Site Plan process.

1, 1994. The Interim Management Team was established to provide crisis intervention and transitional management measures for the Child Development Program so that the District could keep the Program in operation while a search was conducted for a permanent Director and management team.

In addition to the individual assessments that have been conducted by consultants in their respective areas of expertise, two advisory groups have worked closely with the SEEDS Project to help guide the review process.

The *Community Advisory Council*, comprised of 40 San Francisco educators and civic leaders representing a wide variety of public and private agencies, businesses, unions and ethnic communities, has been instrumental in articulating a vision of positive change within the Child Development Program and shaping the recommendations in this Report. (See Appendix for complete list of members.)

The nine-member *Panel of Early Childhood Experts*, all nationally recognized for expertise in such areas as early childhood assessment, multilingual and multicultural education, the administration of public school child care programs, and parent involvement and support in child care services, has worked with SEEDS to select and/or develop a broad range of assessment measures and to interpret the data and other findings. (See Appendix for complete list of members.)

Both groups are also prepared to remain active in assisting with the implementation of the Report's recommendations as appropriate, both in monitoring and evaluating the Child Development Program over time and in marshalling community resources and support, in order to ensure ongoing progress and reform.

MAJOR FINDINGS

In conducting this assessment, we have been heartened not only by the high level of participation and enthusiasm we have encountered from parents and staff, but by the striking degree of consistency we have found among the many measures used. Over 550 parents attended our series of focus group sessions, and approximately 1,600 completed questionnaires, an outstanding response. Over 350 questionnaires were completed and returned to us by teachers and paraprofessionals. We have learned that throughout the Child Development Program, parents and staff are overwhelmingly aware of the problems they face, eager for change, and ready to help.

But the consistent message is also a disturbing one, which centers on a legacy of treating the Child Development Program as an appendage rather than as an integral part of the mission of the San Francisco Unified School District.[5] This legacy has been created by the actions and inactions of Superintendents of Schools, SFUSD Administration, and Boards of Education alike. In short, the SFUSD has a history of treating the Child Development Program with *benign neglect*, which includes placing the position of Program Director at an inappropriately low level of status and authority.

CHANGE WILL REQUIRE A NEW SPIRIT OF PARTNERSHIP AMONG ALL THE PROGRAM'S STAKEHOLDERS, INCLUDING THE DISTRICT ADMINISTRATION, THE SCHOOL BOARD, STAFF MEMBERS, THE UNIONS, PARENTS AND THE GREATER SAN FRANCISCO COMMUNITY.

The Program is perhaps best described as a set of variations without a theme:

- It lacks a clearly articulated statement of mission which is coordinated with the District's educational goals, and a unifying curricular framework for teaching and caregiving.

- Administrative lines of authority are unclear and record-keeping systems are antiquated, with the result that the Program as a whole discourages initiative and accountability.

- System-wide, the Program is badly hampered by a pattern of poor communication at all levels of its operation.

- Parents are a badly neglected resource throughout the Program, with few opportunities for participating in classroom activities, communicating with staff, or helping to shape CDP goals and policies.

- Many of the classroom facilities are shabby, inappropriately designed for young children, and lacking in the basic supplies and equipment necessary for a well-rounded educational program.

- Despite the diversity of its children and staff, the Program pays very little attention overall to issues of cultural awareness and sensitivity.

- Staff opportunities for training and career advancement are limited.

- Staffing costs are exceedingly high—some 94% of the total Program budget—due, in part, to a high number of part-time teaching positions which include full benefits, and to a very high percentage of central-office and site-level staff who do not work directly with children.

- Fiscal problems brought on by poor planning and severe underenrollment continue to threaten the Program's existence.

We have also found that a great deal of excellent work is being done throughout the Child Development Program every day. Dedicated teachers and paraprofessionals are passing on a sense of excitement and joy about learning, parents are volunteering to help out in classrooms or rebuild neglected playgrounds, and site managers are developing new programs and raising funds because they truly want to enrich children's lives. We are aware, too, that because our review

[5] We wish to note that while it has been necessary for us to distinguish the CDP from the District in much of the report which follows, our goal is to see such distinctions become unnecessary in the very near future.

is largely concerned with *overall* conditions and *averages* of quality throughout the Program, the broad variety of sites are inevitably "painted with the same brush" at times in our findings and recommendations. While high-quality programs exist, the trouble is that the instances of high quality at CDP site are sporadic—far too often the result of individual initiatives by dedicated adults who have been left to work in isolation and without recognition.

Like other school districts, SFUSD faces a constant shortage of resources and a chronic insecurity about its future levels of financial support from the state and the federal government. But in other significant ways, the District is quite different from the norm in California and across the nation. The Child Development Program is exemplary in employing a relatively highly-paid staff with a very high rate of longevity. And yet, although national studies have found that good wages and low staff turnover are strongly linked to higher quality in child care programs,[6] they have not yielded this result for SFUSD's Program, because these variables are not sufficient by themselves. What has been lacking in the CDP is the other ingredient that is also essential to quality: a supportive environment with effective leadership that provides ongoing opportunities for professional enrichment and growth.

During the past year, parallel with the SEEDS review, the California Department of Education (CDE) has conducted a "Coordinated Compliance Review" of the Child Development Program. While CDE's review has been limited to assessing the Program's compliance with *minimum* statutory and regulatory requirements, the Preliminary Findings, released in April, 1995, paralleled the SEEDS Project findings, especially in its overall conclusions. CDE reported that:

> *The most striking aspect of SFUSD's Child Development Program is the inconsistency of Program operations and quality of programs offered among sites. Site managers have a significant amount of autonomy in administering their programs and therefore each site reflects, to a great degree, the skills, interests and expertise of the respective site manager and staff. The program lacks clear direction and expectations from the District office. Sites vary from mediocre, to excellent, to model programs. Many sites are excellent in some areas and poor in others. Several sites, for example, have a well-developed and sophisticated parent involvement program, while others have little or none. Some have extensive staff development at the site level involving yearly surveys and monthly staff meetings, while at others it is non-existent.*

We must emphasize that the Child Development Program requires nothing less than a formal and complete relaunching: the clear determination to break away from past patterns of institutional neglect, and the resolve to embark systematically on a path toward excellence. Nevertheless, we submit this Report to the Board of Education, the Superintendent of Schools and the community in full confidence that the Program can and should remain part of the San Francisco Unified School District, and not be transferred to another administrative entity. Under difficult conditions, the Interim Team has made particularly impressive progress in opening lines of communication throughout the Program, and in creating new mechanisms for staff development. We believe that these accomplishments offer a promising framework which can now be built upon, expanded and institutionalized by the incoming permanent team. We also believe that more visionary goals which have been suggested, including the complete restructuring of the CDP by incorporating it into early childhood schools, serving preschoolers through children 8 years of age, cannot be accomplished without the fundamental changes we describe in this Report first being put into place.

Because of the critically formative role of the early years in boosting children's readiness for all later learning—not only staying *in* school but *out* of trouble—we believe that there is a very high value in maintaining and strengthening the relationship between the Child Development Program

[6] Whitebook, Howes & Phillips, 1989; Helburn *et al.*, 1995.

and K-12 services as a continuum within the School District. The Unified School District should endeavor to meet the first of National Education Goals—namely that "By the year 2000, all children in America will start school ready to learn." One of the three objectives to be achieved to meet the goal is that "all children will have access to high quality and developmentally appropriate preschool programs that help prepare children for school."[1]

The District is by far the City and County's largest provider of early care and education services. It is not feasible for another organization to assume such a role without a serious breakdown in services for San Francisco's most vulnerable children and families. Most importantly, we hope this Report will set in motion an effort to create the high-quality program San Francisco needs and which we believe can be provided by SFUSD.

The District's problems are by no means insurmountable. We recommend in this Report a series of relatively simple, cost-effective steps which can be taken immediately to improve the Program's operation and stem the Program's current crisis. The report also proposes guidelines for significantly improving the CDP's fiscal and programmatic viability over the next three years.

PROGRAM MANAGEMENT: LEADERSHIP FOR EXCELLENCE

The Child Development Program is a large, diverse program that makes many demands on its management, but the problems it faces today are, to a great extent, the legacy of an overall lack of effective Program leadership over a number of years. The Interim Management Team has made significant strides forward and these must now be institutionalized and built upon by the new CDP Director and the Director's team. We recognize that this rebuilding process is likely to take several years.

Management of the CDP has been undermined by six fundamental and interrelated problems:

- the lack of a universally accepted mission and educational philosophy;
- an organizational culture that has limited communication and limited initiative;
- a critical lack of accurate information about the Program;
- ineffective Program leadership;
- an absence of mutual professional respect among Program staff; and
- unclear roles and lines of authority.

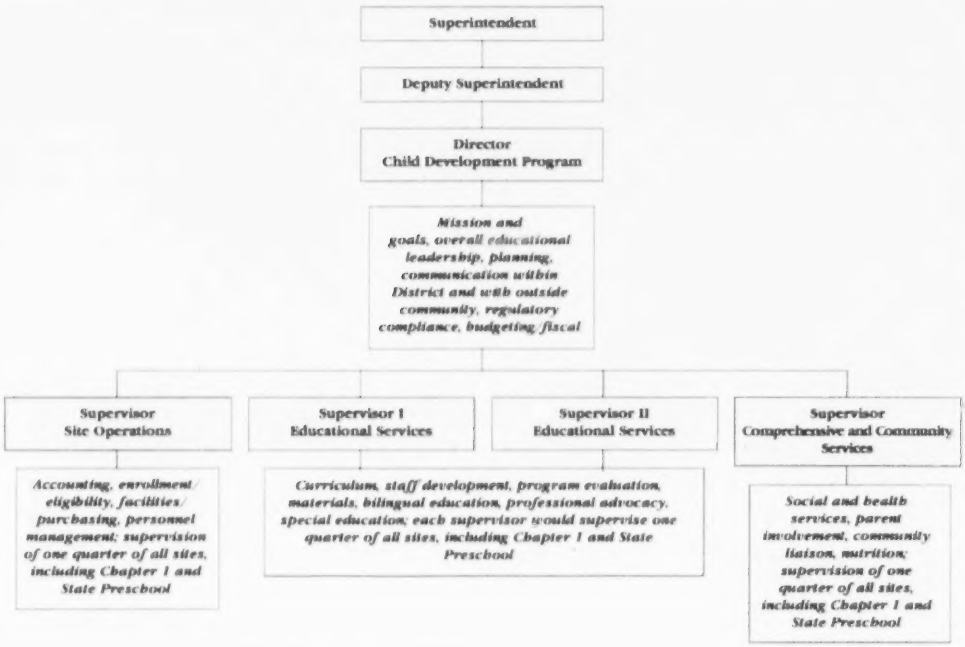
Until very recently, the Child Development Program lacked a written statement of its mission and educational philosophy. In the Fall of 1994, the CDP developed a statement drafted by a committee consisting of eight site managers and a CDP administrator. During the same period, the Board of Education moved to incorporate the CDP into its official statement of educational goals for the District. Unfortunately, however, these efforts were conducted separately and without coordination. We must emphasize that the District will only be able to create a high-quality Child Development Program when it explicitly acknowledges that the CDP is a crucial and integral part of its educational mission and operationalizes the mission.

In terms of communication, the Interim Management Team has made impressive progress. It has opened lines of communication at all levels of the Child Development Programs, but the remnants of the previous organizational culture die hard. Experience has taught CDP staff to expect that if they reveal problems regarding the operation of their sites, the information will be used against them. As a result, it is difficult for Program administrators to identify problems before they have reached crisis levels, let alone marshall resources for program improvement. We believe that the Program's goal should be to empower and encourage staff at all levels to make appropriate decisions and to accept accountability for their work.

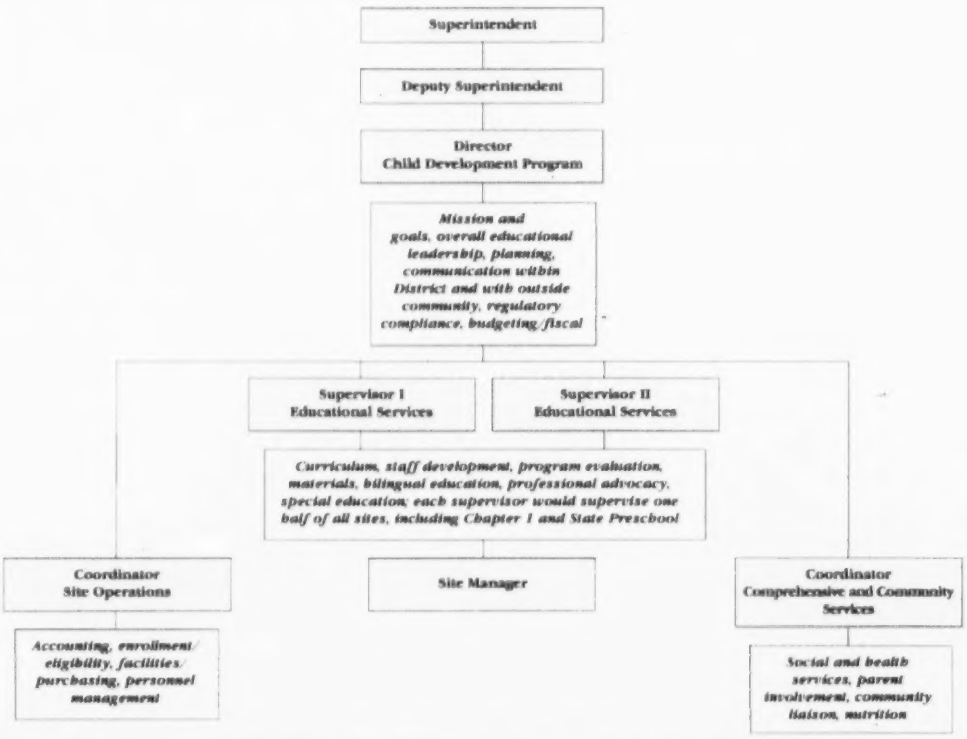
Until 1993, the Program was headed by a Director who was assisted by one Supervisor. The Interim Management Team put into place by the District in early 1994 has been composed of a Di-

[1] National Education Goals Panel, 1993.

PROPOSED MANAGEMENT STRUCTURE A – SFUSD CHILD DEVELOPMENT PROGRAM


Superintendent
Deputy Superintendent
Director
Child Development Program
Mission and goals, overall educational leadership, planning, communication within District and with outside community, regulatory compliance, budgeting fiscal
Supervisor
Site Operations
Supervisor I
Educational Services
Supervisor II
Educational Services
Supervisor
Comprehensive and Community Services
Accounting, enrollment/ eligibility, facilities/ purchasing, personnel management; supervision of one quarter of all sites, including Chapter 1 and State Preschool
Curriculum, staff development, program evaluation, materials, bilingual education, professional advocacy, special education; each supervisor would supervise one quarter of all sites, including Chapter 1 and State Preschool
Social and health services, parent involvement, community liaison, nutrition; supervision of one quarter of all sites, including Chapter 1 and State Preschool

PROPOSED MANAGEMENT STRUCTURE B – SFUSD CHILD DEVELOPMENT PROGRAM


Superintendent
Deputy Superintendent
Director
Child Development Program
Mission and goals, overall educational leadership, planning, communication within District and with outside community, regulatory compliance, budgeting fiscal
Supervisor I
Educational Services
Supervisor II
Educational Services
Curriculum, staff development, program evaluation, materials, bilingual education, professional advocacy, special education; each supervisor would supervise one half of all sites, including Chapter 1 and State Preschool
Coordinator
Site Operations
Site Manager
Coordinator
Comprehensive and Community Services
Accounting, enrollment/ eligibility, facilities/ purchasing, personnel management
Social and health services, parent involvement, community liaison, nutrition

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rector, an Administrator and a staff development resource specialist. We believe that the pre-1994 administrative structure was too narrow. Too much authority was vested in one individual, leading to a situation in which the Director was the sole keeper of much important information.

Given the serious challenges facing the CDP, its large size and diverse population, and the huge task of organizational renewal it is undertaking, we believe that the leadership team must be large enough to include a variety of strengths and interests, to provide adequate cross-coverage during vacations and other absences, and to address the multiple issues that the Program faces in maintaining and improving its operation. The Child Development Program needs not one leader, but a cadre of leaders who are trained in child development, who understand the operations of the sites, and who are influential with the Superintendent and Board of Education. (Two alternative management structures appear in the accompanying charts.)

The SEEDS Project has found that poor communication links in each of the following areas have been significantly damaging to overall CDP functioning:

- between the Central Office and site staff;
- between site staff and the Central Office;
- among site staff;
- between the CDP and the District; and
- between the CDP and state level agencies.

The current system also lacks coordination and integration between classrooms which have one of three separate funding streams and regulations governing their operation. These funding streams are: General Subsidized Child Care (including federal Title IV-A At Risk funding), State Preschool, and Chapter 1 (now Title 1). The CDP has not done an adequate job of merging the three funding streams into one integrated program. While there are significant differences in regulations and reporting requirements for the various funding streams, the basics of a high-quality child development program need not differ among them, and high quality is the fundamental goal that should be the organizing principle of Program leadership. We therefore believe that supervisory responsibilities for these different programs should not be divided into separate management positions.

CLASSROOM QUALITY: FOUNDATION FOR EXCELLENCE

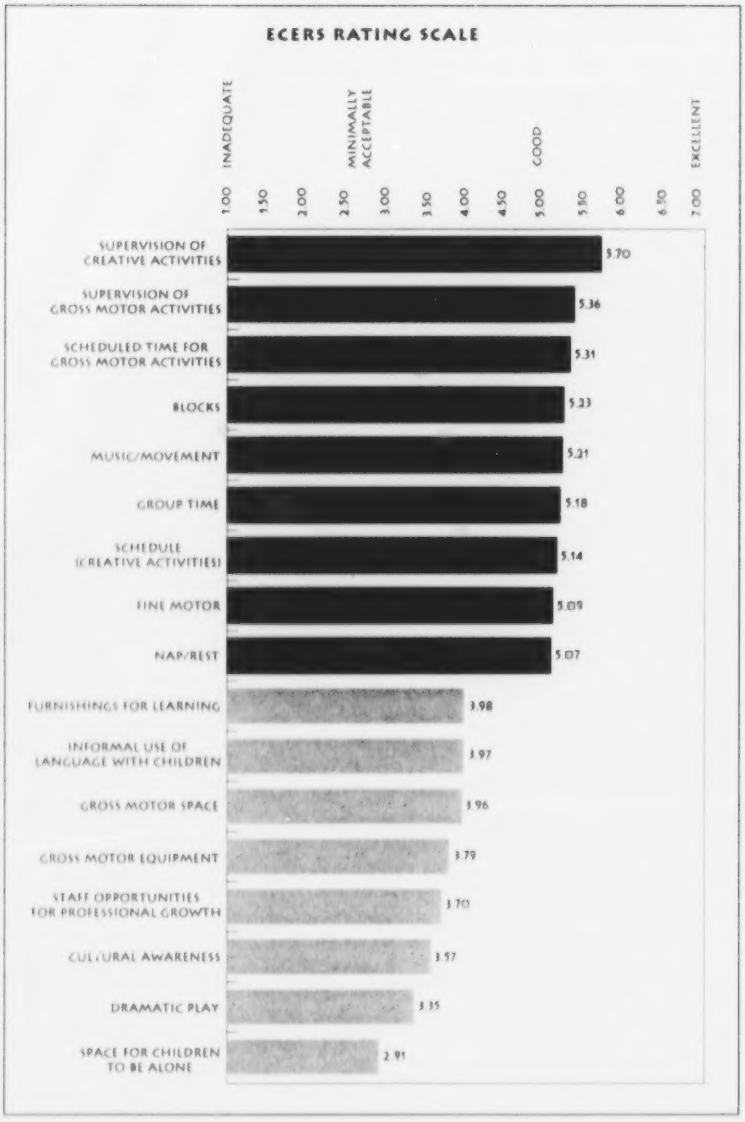
To assess the quality found in the Child Development Program, the SEEDS Project has conducted in-depth, on-site quality assessments of at least one classroom at all 42 Child Development Program sites during the past year. We observed preschool and kindergarten-age classrooms in June and July, 1994, and school-age child care classrooms in March, 1995. These on-site observations were supplemented by an on-site assessment of physical environments and provisions for health and safety done at selected sites.

For the *preschool* assessment, SEEDS visited 67 randomly selected classrooms, including a total of 205 teachers and 1,285 children. Among these were four State Preschool classrooms, twelve Chapter 1 classrooms, 37 full-day preschool classrooms and fourteen Children's Center classrooms with kindergarten-age children. The research assistants who conducted the assessments spent at least two hours in each location to observe the classroom environment, teacher-child interactions and routine activities. They then completed three measures of child care quality, including the Early Childhood Environment Rating Scale (ECERS).[8]

For the *school-age* child care assessment, SEEDS results are based on observations from 28 classrooms, including a total of 60 teachers and 530 children. Twenty-five of the classrooms were CDP operated school-age child care (SACC) programs located at Children's Centers and on elementary school campuses. SEEDS researchers also observed 3 programs operated by the YMCA but which have subcontracts with the District to provide services for the SB 303 Latchkey Program. All sites were rated on the School-Age Care Environment Rating Scale (SACERS).[9]

[8] Harms & Clifford, 1980.

[9] Harms, Jacobs & White, 1995.



The ECERS and SACERS measures both assess the overall quality of a classroom, assigning a score of 1 to 7 for each of a series of items. A rating of 1 indicates inadequate quality, 3 is minimally acceptable, 5 is good, and 7 is excellent.

The mean rating for all SFUSD *preschool* classrooms observed was 4.52, slightly below a rating of 5.07 found in the Oakland Unified School District's Child Development Program in 1989. It is somewhat higher than the average rating of 3.57 for child care centers in the National Child Care Staffing Study, and 4.22 in a national study released in January 1995.[10] The San Francisco scores indicate a wide range in quality; average ratings for individual classrooms ranged from a low of 2.86 (inadequate) to a high of 5.55 (good). The results are encouraging to the extent that they show that good program quality does exist within SFUSD's Child Development Program. The better centers showed an above-average quality of play, programming and teacher sensitivity, with half of the sites ranking above 4.5 on the ECERS, and nine sites ranking above a 5.0. Nevertheless, fully half of the sites ranked well below these levels, in the range of "minimally acceptable" practice.

On individual ECERS items, the preschool classrooms were rated highest on:

- supervision of creative activities (mean rating, 5.7);
- supervision of gross motor activities (5.36); and
- scheduled time for gross motor activities (5.31).

The areas of greatest weakness and concern, however, included:

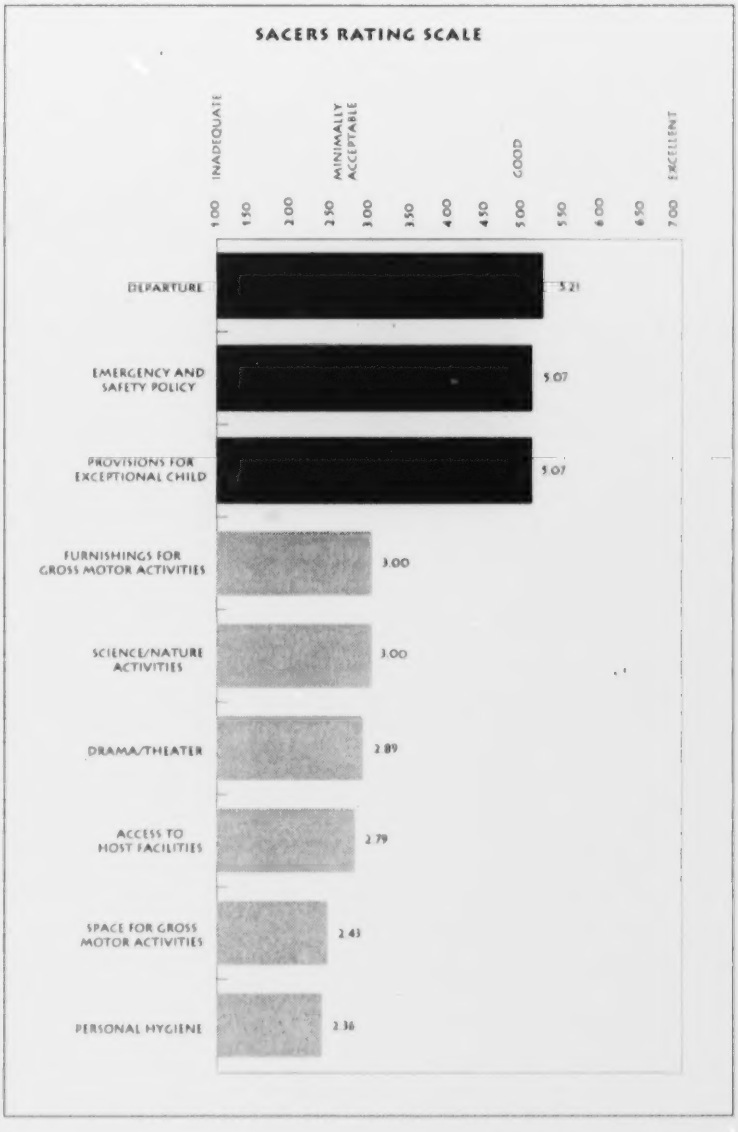
- space for children to be alone (mean rating, 2.91);
- dramatic play (3.35);
- cultural awareness (3.57);
- staff opportunities for professional growth (3.7);
- gross motor space and equipment (3.96 and 3.79);
- informal use of language with children (3.97);
- furnishings for relaxation and learning (4.06 and 3.98); and

[10] Urban Strategies Council, 1989; Whitebook, Howes & Phillips, 1989; Helburn *et al.*, 1995.

- procedures for greeting and departure (4.18).

With the exception of the poor rating for "space to be alone," (2.91), each of these areas of concern fell within the "minimally acceptable" range, and they are each of great importance. Dramatic play is a fundamental part of how young children learn. Ongoing staff development is a key element of program quality. And it is especially disturbing that a school district program in a city as diverse as San Francisco should score so poorly in the area of cultural awareness.

The mean rating for all SFUSD *school-age* classrooms observed was 3.86, somewhat higher than the SACERS mean rating of 3.76 found in a recent study of 27 school-based, school-age sites located in Montreal and Quebec City, Canada.[11] (Because the SACERS measure is new, no U.S. national mean has been established and published yet.) In San Francisco, the school-age child care sites fall within the "minimally acceptable" to "good" ranges of care, but there is much room for improvement.



On individual SACERS items, SFUSD programs were rated highest on:

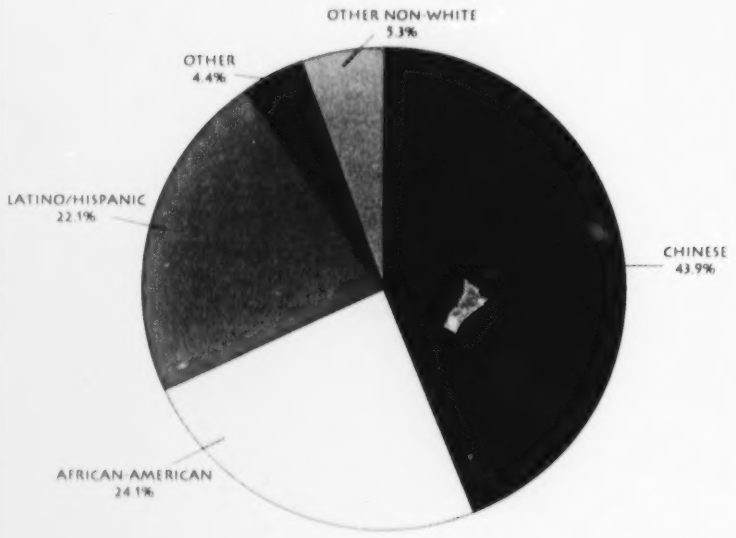
- procedures for departure (health and safety) (mean rating, 5.21);
- emergency and safety policies (5.07); and
- provisions for exceptional children (5.07 reflecting assessments of a limited number of sites.)

The high score for procedures for departure is attributable, in part, to the unique scheduling requirements of the school-age programs. Since CDP sites bus to and from as many as 10 schools, these programs have instituted bus "staging" areas, group arrival/departure schedules, sign-in protocols, and designated staff to supervise the process. Each of these procedures for departures appears to be clearly defined.

More than half of sites observed for the school-age assessments were rated for provision of special needs. The SACERS includes six supplementary items for centers that have children with special needs. Scores indicate that when sites did provide special needs care, provisions for special needs children were good. However, the majority

[11] White, Jacobs & Baillargeon, 1995.

CHILD ETHNICITY IN PREKINDERGARTEN AND SCHOOL AGE PROGRAMS



Categories were combined from SFUSD ethnicity designations to comprise the "Other" and "Other Non-White" categories. Information was gathered from February to April 1995.

	CHILDREN	STAFF
African-American	19%	23%
Latino/Hispanic	24%	14%
Chinese	39%	24%
Other Asian	3%	7%
Pacific Islander	5%	4%
Caucasian	5%	30%
Mixed racial descent	3%	0%

(Fifty-four percent of centers employ staff members from four or more ethnic groups.)

of sites did not appear to have provisions for special needs and CDP staff did not regularly consult with professional special educators.

Many of the areas of greatest weakness and concern for school-age child care, however, correlated closely with those found in the ECERS preschool assessment:

- personal hygiene (2.36);
- space for gross motor activities (2.43);
- access to host facilities (2.79);
- drama/theater (2.89);
- science/nature activities (3.00);
- furnishings for gross motor activities (3.00);
- indoor space (3.07);
- furnishings for relaxation and comfort (3.14);
- cultural awareness (3.21); and
- space for privacy (3.21).

Personal hygiene appears to receive little or no attention in school-age classrooms; thirteen sites received a score of "1" in this area, indicating that bathrooms were not clean and that tissues, paper towels, soap and warm water were not accessible. It is important to note that at least some of the weakness in this area is attributable to poor access to shared facilities.

There is a particularly serious lack of teacher continuity in the centers due to the large number of part-time positions. Continuity of caregiving staff is an essential ingredient in providing quality services for preschool children.[12] This issue is discussed in greater detail in the "Staffing" section, below.

Given that 92% of the children served by the Child Development Program are members of ethnic minorities, and over 70% of the speak a language other than English at home, the low score in the area of cultural awareness is disturbing. The SACERS rating also reinforces a similar finding in the ECERS preschool assessment. The ECERS and SACERS measurements were consistent with the views of parents and staff, as indicated in parent focus groups and discussions at Program Staff Development Days in the Spring of 1994. Parents described a pattern in which families' diverse cultures and languages are undervalued, insufficiently understood and/or poorly reflected in classroom environments, activities and staff-parent commu-

[12] Phillips, ed., 1987.

nication. In relation to "procedures for greeting and departure," parents often noted a lack of communication, warmth and sense of welcome from their children's centers.

This lack of cultural sensitivity and communication has emerged despite the fact that the CDP employs a relatively diverse staff, as shown in the accompanying chart of mean percentages of children and staff from various ethnic groups.

While at first glance, these figures seem encouraging, particularly because there are many positive consequences from having achieved this level of overall diversity among staff, it is important to note that these figures do not indicate whether there is a cultural or linguistic "match" between children and staff at any particular site, classroom, or even at a given time.

Nor does this apparent diversity necessarily mean that intercultural understanding and communication *among* these groups is actually occurring at all sites, a serious programmatic weakness. This is clearly an area that should be studied further, for when there is no clearly defined and planned policy regarding the importance of communication and cultural sensitivity, there can hardly be expectations for young children to learn these values.

WHILE THERE ARE POCKETS OF EXCELLENCE THERE WERE FEW SIGNS OF A UNIFIED, DISTRICT-WIDE QUALITY PROGRAM FOR YOUNG CHILDREN.

As part of the classroom assessment, SEEDS debriefed its on-site observers. Repeatedly, these researchers observed that when they found a classroom that was working especially well, it was often because of individual efforts by "saints and heroes" and that a given Program site could contain classrooms that were at opposite ends of the quality spectrum from each other. In other words, while there are pockets of excellence there were few signs of a *unified, District-wide quality program for young children*.

Another measure used, the *Arnett Scale of Caregiver Sensitivity*,[13] rates a caregiver's behavior toward all the children in the room, and is also widely used in child development research. Three sub-scales are derived from the Arnett: ***sensitive*** (warm, attentive and engaged), ***harsh*** (critical, threatening and punitive), and ***detached*** (exhibiting low levels of supervision and interest). The Arnett is scored on a four-point scale; a low score of 1 indicates "not at all," 2 means "somewhat," 3 means "quite a lot" and 4 means "very much." In Child Development Program preschool and kindergarten-age classrooms, teachers scored an average of 2.78 for sensitivity, 1.60 for harshness, and 1.70 for detachment. These results were particularly encouraging, indicating that the CDP teachers overall are quite sensitive in their behavior toward children, and not very harsh or detached.

The final formal measure used, the *Stipek Measure*,[14] was developed to distinguish between teacher-directed and child-centered preschool and kindergarten programs. It was used in the on-site assessments of preschool and kindergarten-age (but not school-age) classrooms.

The Stipek Measure examines the types of classroom activities and teacher behaviors that child development specialists find most appropriate for enhancing the growth of children in child care. For the San Francisco Unified School District's Child Development Program, the Stipek was significantly correlated with the ECERS classroom quality scores. Better quality classrooms are more likely to be child-centered and non-academic in approach, with less use of negative disciplinary and motivational styles. Teachers who use fewer negative discipline techniques (e.g. yelling, threatening), designed open-ended activities and integrated subjects with meaningful real-life events, encouraged children's intrinsic interest in learning, and de-emphasized social comparison among children, were more likely to be in classrooms rated higher in quality on the ECERS.

FACILITIES

Most SFUSD school facilities are very old and

[13] Arnett, 1989.

[14] Stipek, 1993.

many are in serious disrepair. But this District-wide problem is even more critical for Child Development Program sites which, unlike K-12 schools, are open 248 days of the year, for as long as 11 hours per day. Indeed, many preschool children spend most of their waking hours for two to three years in these dilapidated and often inappropriately designed spaces. We encountered a significant number of classrooms suffering from poor lighting, lack of cleanliness, peeling paint, water damage, and excessive heat or cold. For young children, who often play at floor level and are especially susceptible to communicable illness, cleanliness and freedom from environmental hazards are of special concern.

Design issues are significant. Shared, non-designated spaces are a particular barrier to program quality at a number of school-age child care sites. Bathrooms are often poorly designed for young children, of doubtful cleanliness, and/or at too great a distance from classrooms (leading to higher costs for staffing and supervision as well). Most classrooms are not designed for child-directed play, and activity areas of classrooms often lack clear definition.

MOST SFUSD SCHOOL FACILITIES ARE VERY OLD AND MANY ARE IN SERIOUS DISREPAIR. BUT THIS DISTRICT-WIDE PROBLEM IS EVEN MORE CRITICAL FOR CHILD DEVELOPMENT PROGRAM SITES.

With limited space, possibilities for extended learning become limited, and the role of teacher as manager predominates; there is often an increase as well in unfocused play, aimless wandering and negative behavior.

While deferred maintenance of spaces is common in the District as a whole, it is especially problematic in environments that serve young children. Many sites go without repairs, building modifications and purchases of permanent outdoor equipment unless individual initiative is taken by site managers to develop grant proposals and raise necessary funds. Such activities should properly be provided for within the Child Development Program's budget and/or the District's general fund. Providing for these necessary repairs and improvements will require substantially greater leadership and initiative by the Director of the CDP and more responsibility from the District than has been evident in the past.

In addition, SEEDS identified a broad range of serious health and safety concerns at various sites, including use of insecticides in poorly ventilated facilities, asbestos (most flooring), lead paint,[15] drainage problems, roof leaks, unprotected radiators, earthquake dangers (including unreinforced masonry walls on playgrounds, some with large cracks and buckles), broken drinking fountains, a lack of hot water (104-120 degrees) in classrooms and bathrooms, buzzing fluorescent lights, a lack of paper towels at sinks, lack of child-height windows in some classrooms, and entrapment dangers at certain outdoor play structures.

SEEDS is pleased to report that the District has identified 22 Children's Centers to undergo facilities upgrades/improvements in its Draft Capital Assets Management Plan.[16] CDP Children's Centers have the potential to receive $11,275,612 in funding for facilities improvement over the next five years (1994-1999). Projected repairs include: asbestos/lead abatement, Americans with Disabilities Act (ADA) access, kitchen upgrades, roofing, site improvements including play equipment and yard resurfacing, heating and ventilation upgrades, plumbing upgrades and fixture replacement, and earthquake repairs. This plan also includes improvements on several elementary school sites where Chapter 1 and State Preschool classrooms are located.

[15] The Lead Poisoning Prevention Project, coordinated by the San Francisco-based group Consumer Action, has also expressed serious concern—recently in an April 28, 1995 letter to the District's Building Facilities Department—that "there is no current program in the District to assess the condition of the child development sites with respect to lead hazards, to set priorities for reducing lead hazards found at those sites, and to begin to do the work needed to reduce those hazards."

[16] SFUSD Draft Capital Assets Management Plan, Five Year Facility Needs Assessment (1994-1999), Version III, May, 1995.

PARENTS: AN UNTAPPED RESOURCE

Throughout the past year, the SEEDS Project has encountered an extremely vibrant and articulate parent constituency within the Child Development Program. Some of the overwhelming response to the SEEDS review process can be attributed to certain site-specific and program-wide dynamics and crises. Many parents were clearly distressed about changes in location for several of the programs, as well as the dismissal of several of the site managers last year. Overall, however, we believe that parents accepted our invitation to participate in the SEEDS review simply because they care deeply about the well-being of their children, and because they believe this process has created the possibility for their voices to be heard by the District.

Active parent involvement in education not only strengthens children's prospects for learning and success; it strengthens schools themselves.[17] Consequently, the Child Development Program, with its unique opportunities for early and continuous collaboration between home and school, represents enormous potential benefit to the District as a whole. What parent involvement *should mean* includes not only participation in the child's program, or input into curriculum goals and activities, but an atmosphere of close communication and partnership with staff, and mechanisms that empower parents in shaping program policy. What parent involvement and participation *currently means* varies widely from site to site—indicating a strong need for a renewal of central leadership and commitment.

> ACTIVE PARENT INVOLVEMENT IN EDUCATION NOT ONLY STRENGTHENS CHILDREN'S PROSPECTS FOR LEARNING AND SUCCESS; IT STRENGTHENS SCHOOLS THEMSELVES.

The Child Development Program currently employs one parent-involvement liaison in a less-than-half-time position. For a program serving over 4,000 children, this is clearly unacceptable. To the extent that a parent involvement or education program exists at all within the CDP, it appears to result from the initiative of individual site managers and staff. Nearly 25% of the Program sites do not hold regularly scheduled parent meetings. Some meet regularly, even monthly, with an agenda developed in advance, while others meet only on "special" occasions or when crises develop.

When translation is available at meetings, it is often provided *ad hoc* by parents themselves, rather than planned in advance. For a program in which more than 70% of the children speak a language other than English at home, there is great cause for concern that basic communication between parents and staff is hindered for lack of adequate translation services. Our research has shown that when meetings are conducted in English and translation services are provided, center staff are 25% more likely to communicate with parents through flyers and notices sent home and 46% more likely to have one-on-one conferences with parents. One third of the sites do not hold annual parent orientations; nearly 40% do not have a Parent Handbook. And the CDP's District Policy Advisory Council (DPAC), as presently structured, is powerless to serve as an effective avenue for parent involvement and leadership.

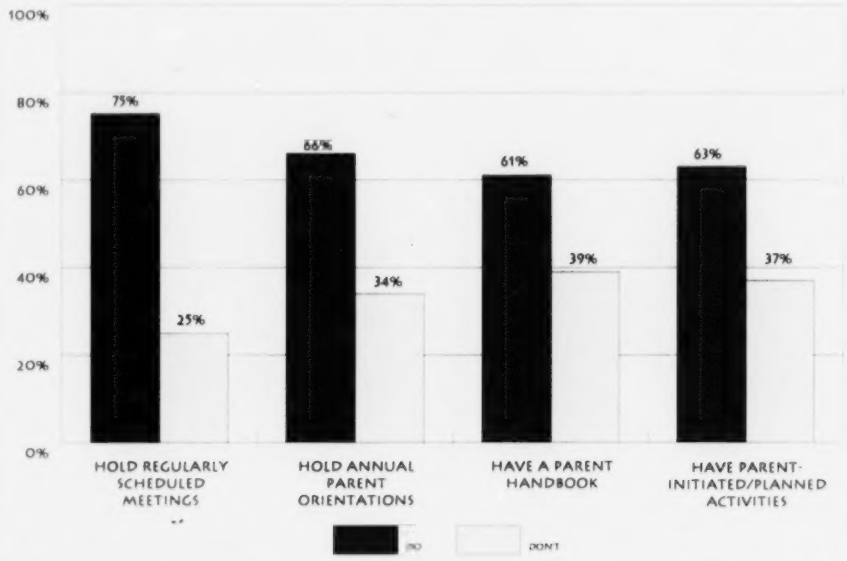
We have used three formal sources of information for assessing the Child Development Program's parent involvement and family support activities: parent questionnaires, a citywide series of parent focus groups, and site manager questionnaires on parent involvement. Parent questionnaires were distributed to all Program sites in English, Spanish and Chinese during the month of October, 1994. Parents were surveyed about the quality of classroom facilities, the curriculum, the language and cultural sensitivity of teaching staff, and the degree and style of teacher-parent communication. A total of 1,597 responses were received by the SEEDS Project.

A substantial majority of the parents, in completing these questionnaires, rated the CDP's educational program, staff and facilities as "good " or "excellent." Further, parents of children in the part-

[17] Washington, Johnson & McCracken, 1995.

PARENTAL INVOLVEMENT

Across all Program sites, approximately 75% hold regularly scheduled meetings, 66% offer annual parent orientations, 61% provide parent handbooks, and 63% have parent-initiated or parent-planned activities.



day State Preschool and Chapter 1 classrooms consistently gave higher ratings to those programs than did parents using the Children's Centers preschool and school-age classrooms. SEEDS was encouraged by the results from a question on the survey rating "teacher's knowledge and skills in working with children." All of the parents responded "satisfactory" or above, with 49% of that group rating the teacher's knowledge and skills as "excellent." An overwhelming 90% of the parents "always felt comfortable and at ease leaving their child each day." Of particular mention is the affirmative response by 94% of parents of Children's Centers and the part-day Chapter 1 and State Preschool that the hours of program operation and type of service met their families' child care needs.

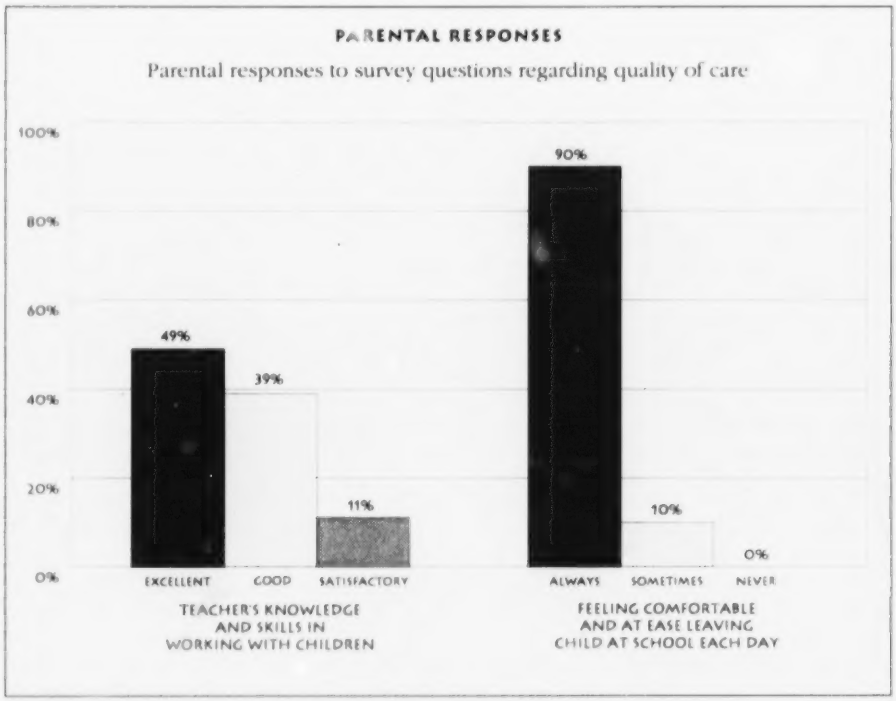
It was notable, however, that avenues of communication and lines of authority were unclear or only minimally satisfactory to roughly 20% of the parents overall (with State Preschool and Chapter 1 parents, again, expressing somewhat more satisfaction). When parents were asked if they "know who to go to with their concerns and if they feel confident that they would be responded to respectfully and promptly," fully 19% answered "sometimes" or "never." Almost one-quarter of the parents surveyed stated that they are "sometimes" or "never" kept well informed about what is happening in the program (upcoming events, new staff, curriculum, etc.). Similarly, 24% of the parents responded "sometimes" or "never" that their "participation in the program is welcome" and that they "have a variety of ways in which to participate and feel respected." More than one-quarter of the parents said that their children's teachers regularly share information about their child's progress at school either "sometimes" or "never."

To augment this survey information, SEEDS conducted a series of focus groups in neighborhood clusters of Program sites between September and November, 1994. These community meetings were facilitated in three languages and designed to elicit parents perspective in three main areas:

- The positive attributes of the Child Development Program.
- Areas needing change or improvement.
- Means of promoting a better partnership between home and school.

Over 500 parents participated in the focus groups. The focus group process elicited considerably tougher criticism of the Program from par-

ents than did the questionnaires. The foremost parent responses and concerns, as expressed in the focus groups were:



- Parents are grateful that the Program exists as a safe haven for their children. Many feel, however, that afterschool services should be extended from third through fifth grade, and ideally, even through middle school.

- Parents want to be more involved in their children's school lives. They are interested in frequent meetings for sharing information, mutual parenting support, and the discussion of child development issues.

- Parents believe that the high number of part-time staff is an obstacle to the continuity and stability of care, and feel that an increase in the number of full-time staff would greatly improve parent-teacher communication.

- Parents are interested in volunteer opportunities and in family oriented social events that would bring staff and parents together more informally.

- Parents generally praise the quality of teaching that their children are receiving from staff, but many are concerned about what they view as a lack of overall Program supervision to ensure that all centers meet basic quality standards.

- Parents often experience a lack of communication, welcome and warmth from the Program.

- Parents are concerned about the inadequacy of basic communication between parents and staff resulting from linguistic barriers; additionally, parents noted a frequent lack of sensitivity toward, and validation of, families' languages and cultures, as expressed both in parent-staff communication and in classroom materials and activities.

- Parents are aware of inequities of resources among CDP sites, and feel that the Central Office should take greater responsibility in ensuring access to resources, rather than placing so much of this responsibility on individual site managers.

- Parents suggest that staff receive more training in how to implement a program of parent outreach and partnership, and that parents participate in evaluating staff, site managers, curriculum and program quality.

Site managers, in their survey responses, voiced a great deal of willingness and desire to implement changes. Many expressed concern about how to get parents involved, and urgently wanted some technical assistance in this area. Thirty-six percent noted that their sites have no parent-planned activities, and many wanted help in learning how to develop parent leadership.

STAFFING AND STAFF DEVELOPMENT: PARTNERS FOR EXCELLENCE

The foremost indicator of quality in early care and education is the presence of a skilled, well-paid and stable caregiving staff—one that is encouraged and helped to continue along a path of professional growth.[18] Despite above-average salary levels and rates of teacher longevity,[19] however, the District's Child Development Program currently operates at a minimal level of overall program quality. The primary problems appear to be very limited opportunities for training and staff development, the inefficient planning of staffing shifts, and a disproportionately high number of part-time positions.

Despite problems, we must emphasize that there are many excellent, dedicated teachers working within the CDP. SEEDS research shows that teaching staff overall achieved high scores for sensitivity on the Arnett Scale, and many parents attending SEEDS focus groups spoke highly of their children's caregivers. CDP staff are also highly educated—well above the national mean in the fields of early childhood education and school-age child care. Despite such a level of educational attainment, there has been little infusion of professional development under District auspices, via regular in-service training, leadership development or continuing education. Because of this lack of continuous, planned, staff development and evaluation activities, the achievement of classroom quality is sporadic.

To address this aspect of program quality, the incoming Child Development Program Director must demonstrate a strong commitment to staff development and educational excellence, as well as dynamic leadership in fostering a climate of professional growth. This effort has begun with the Interim Management Team.

The CDP and the new Director must also work to address the issue of personnel costs. These costs are probably the most difficult issue the Child Development Program faces. Salaries and benefits alone constitute roughly 94% of the Program's annual expenditures—a figure which exceeds California Department of Education, Child Development Division guidelines[20] and the state median of approximately 75%. Personnel costs jeopardize the Program's ability to attend to all of its other essential needs, because they leave so little revenue for other aspects of a quality program such as comprehensive services, parent involvement and support, supplies and equipment, and facilities maintenance and improvement.

While the District should assume an ongoing responsibility to enhance the quality of the Child Development Program with revenue from its General Fund, the Program must also take steps to lower the percentage of its overall budget that is devoted to personnel costs, in order to better assure its own stability and longevity. In order for the Program to be considered on an equal footing within the SFUSD, it is critically important for its staff to maintain pay parity with K-12. But we do not believe that it is necessary for the Child Development Program to cut teacher salaries. In fact, great pains should be taken in order to avoid any such proposal. Cutting salaries would also have the undesirable consequence of displacing highly qualified staff members. Instead, we believe that a number of changes in staffing patterns and schedules can help the program achieve not only greater efficiency but better continuity of care for young children.

Changes involving personnel must be developed in a spirit of partnership between District management and the unions representing CDP staff. With teacher and paraprofessional contracts due to expire in June, 1995 and negotiations underway, there is now a critical opportunity for decisive, mutually agreed-upon action. We must also emphasize that the consequence of *not* taking action in this area would be a serious worsening

[18] Whitebook, Howes & Phillips, 1989; Helburn *et al.*, 1995.

[19] National Center for the Early Childcare Workforce, 1994.

[20] Child Development Division of the California Department of Education Policy Memorandum No. 88-11, October, 1988.

of the fiscal problems which already threaten the Child Development Program's viability.

The issue, in fact, is not only one of fiscal impact, but more importantly, a serious lack of teacher continuity in the centers due to the large number of part-time positions. Continuity of caregiving staff is an essential ingredient in providing quality services for preschool children.[21] In order to enhance a child's sense of trust and security, and to foster close partnerships between caregivers and parents, it is best to have as few personnel changes as possible in the course of a given day. A crucial way to ensure this kind of continuity is to employ caregivers primarily in full-time positions.

In terms of continuity, the Child Development Program falls far short of appropriate staffing goals. Full-time work is currently defined in the CDP as 5.75 hours per day for teachers and 6 hours per day for paraprofessionals—a shorter than average work day for those working in the early childhood education field. Because teachers in the Child Development Program work a longer year (218 days) than the K-12 teachers (181 days), they work a shorter day in order to maintain salary parity. There are 236 teachers currently working in the Children's Centers. Of this group, nearly two-thirds (146) are part-time staff. There are also 318 paraprofessionals working directly with children, who work either three-hour or a six-hour shifts. A child enrolled in the Program for nine hours per day will typically be cared for by at least two teachers and three paraprofessionals. The main results of discontinuity are poor opportunities for joint planning and teamwork among staff, poor parent-staff communication, and excessive numbers of adult transitions for very young children.[22]

ONE OF THE MOST DISTRESSING QUESTIONNAIRE FINDINGS IS THAT IN A PROGRAM AS DIVERSE AS THE CDP, TEACHING STAFF REPORT THAT MEETINGS AND IN-SERVICE TRAINING SESSIONS INCLUDE LITTLE OPPORTUNITY FOR DISCUSSION OF CULTURAL DIFFERENCES.

TEACHING STAFF QUESTIONNAIRE

The SEEDS Project review included an extensive Teaching Staff Questionnaire which was distributed in December, 1994 to teachers and paraprofessionals at all Child Development Program sites, including Children's Centers, State Preschool classrooms and Chapter 1 classrooms. Of 630 questionnaires, 368 (58%) were returned.[23] The questionnaire asked for teaching staff's assessment of site-level communication and management; their attitudes about and priorities in caring for children; their own professional goals; and their interests and needs in the area of training and staff development.

Four sets of quantitative analysis were conducted from these data: 1) frequency data from all sites combined; 2) a comparison of responses by staff from Chapter 1 and State Preschool classrooms with responses by staff from Children's Centers; 3) a comparison of responses from teachers with responses from paraprofessionals; and 4) a comparison of staff responses across centers located within six geographic areas designated by the SEEDS Project. The following general trends were revealed in the comparisons:

- Staff of Chapter 1 and State Preschool classrooms indicate that they are more satisfied with their work situation than are staff of the Children's Centers.
- Paraprofessionals appear to indicate that they are more satisfied with their work situation overall than teachers are, although most teachers report feeling committed to the centers and consider their work a long-term career choice.
- Teaching staff among the six geographic

[21] Phillips, ed., 1987.

[22] Mitchell, 1993.

[23] The measure used was adapted from the Organizational Climate survey by Paula Jorde-Bloom, with additional questions adapted from teacher interview protocols developed by the National Center for the Early Childhood Workforce.

clusters differed significantly in their responses to 66 of the 202 (33%) items on the questionnaire.

CDP staff gave a particularly low ranking overall to their opportunities to learn new skills and to grow professionally—a mean rating of 2.68 on a scale of one to four, in which one equaled "almost never" and four "almost always." Over two-thirds (68.2%) said they would like to have more training, and staff across all comparison groups agreed on the major reasons why they have not received more training thus far:

- the difficulty of taking time off work for daytime training sessions (42.7%);
- high costs (31%); and
- the lack of a "pay-off in improved wages at work" (20.5%).

Training in a variety of areas is essential for teachers of young children.

"The core curriculum for professional preparation of teachers and caregivers of young children in the United States and Canada generally includes:

- child and human development theory and empirical knowledge, normal and exceptional;
- environmental design and physical setting;
- curriculum, program design and activity programming;
- activities of daily living and routines;
- communication skills;
- relationship strategies;
- health and safety;
- specialty areas, e.g., multiculturalism, child abuse; and
- family-centered practice, e.g. parent education, parent involvement, family intervention strategies."[23]

Professionals refer to these areas as "core competencies." When asked to rate various topics where additional training would be useful on a scale of one to five, in which one equaled "not at all useful" and five equaled "extremely useful," staff ranked the following core competency topics very highly:

- special needs/high risk children (4.24);
- child development (4.18);
- curriculum planning (4.17);
- parent-staff relations (4.11);
- staff relations (4.07);
- modeling appropriate behavior (4.05);
- language acquisition (3.99);
- bilingualism (3.91);
- anti-bias curriculum (3.88).

These findings are extremely telling about the need for training. Not only do they focus on core competencies, but given the characteristics of the children served in the CDP, the items around anti-bias, language acquisition and special needs are of particular concern.

Organizational climate Less than half of CDP staff overall were able to agree that the Program "implements needed changes" (39.8%), "encourages diverse opinions" (40.9%), or "tries out new ideas" (46.4%), while slightly more than half agreed that the program "emphasizes creativity" (51.6%). Chapter 1 and State Preschool teachers, however, gave significantly more positive answers in this area than did Children's Center staff. Our analysis of these findings indicate that although Chapter 1 and State Preschool staff do experience a fair degree of isolation and lack of supervision and guidance, the benefits of these more autonomous classrooms include decision-making capabilities and greater initiative.

Communication While 81.5% of staff agreed that "written communication is clear" in the Program, it is especially notable that far fewer agreed that "rules are consistent" (58.7%), "staff are well-informed" (64.2%), or "policies and procedures are well-defined" (65.8%). While 64.6% of all teaching staff reported that there are scheduled staff meetings at least once a month, only 46.8% of CDP teaching staff were able to say that "meetings are productive." In the area of communication with

[23] Peters & Kelley, *et al.*, 1992

site managers, we also note that teaching staff varied greatly in how they rated their supervisors' provision of regular support and helpful feedback, fair evaluations, and availability. The ability to establish viable teaching teams is undermined in part by the large numbers of part-time staff. With so many part-timers there is little opportunity for joint planning. Staff meetings tend to focus on "business only," without time for discussions of staff-to-staff or family-to-staff relationships.

Diversity One of the most distressing questionnaire findings is that in a program as diverse as the CDP, teaching staff report that meetings and in-service training sessions include little opportunity for discussion of cultural differences. On a scale of one to four (one equaling "none," two equaling "a little," three equaling "a fair amount," and four equaling "more than enough") staff gave a mean ranking of 2.08 to their opportunities to discuss cultural differences among staff, and 2.21 to opportunities to discuss cultural differences between staff and families.

THE INCOMING CHILD DEVELOPMENT PROGRAM DIRECTOR MUST DEMONSTRATE A STRONG COMMITMENT TO STAFF DEVELOPMENT AND EDUCATIONAL EXCELLENCE.

Program goals Across the CDP, only 34.3% of staff were able to say that "everyone agrees on program goals." (A considerably higher level of agreement—55.6%—was expressed by Chapter 1 and State Preschool staff.) Teachers were likely to feel more strongly than paraprofessionals that:

- "goals are left vague" (24.8% vs. 7.4%);
- that "the center does not have a written philosophy" (24.8% vs. 12.5%); and
- that "staff are not united in their philosophy" (43.8% vs. 24.3%).

Personal/professional goals Across all classroom types, 86.6% of CDP staff said that they consider their work with young children to be a long-term career, with teachers giving this item an even higher rating (97.4%) than paraprofessionals (85.8%). Most staff said they "put a lot of extra effort" into their work (81.3%); feel very committed to the centers where they work (72%); and take pride in their centers (70.1%).

Staff Development Resources Staff development is at the heart of the many interconnected challenges facing the Child Development Program. Without a viable, ongoing plan for staff development, the CDP cannot build a high-quality program of services for San Francisco's children and families. There is ample evidence to show that specialized training in child development is associated with good quality care.[25] Still, the obstacles for the CDP to implement an effective staff development program are considerable: the CDP is an extremely large and diverse program, and it is faced with particularly severe fiscal constraints.

Currently, there is no reimbursement provided through the California Department of Education contract for days that children are not present in the Children's Centers for staff development time. Thus, for purposes of planning staff development, CDP administration is forced to either close centers without generating funds and leaving families without services, or plan voluntary staff development activities outside of the hours of operation and their union negotiated contracts; this results in additional expenses to pay staff for their non-contact hours.

Further, logistical problems are also significant; as many staff noted in the questionnaire, release time is difficult to arrange during the day, many staff are working part-time schedules, and tuition costs for off-site training are often a major barrier. In the Spring of 1994, the CDP brought groups of staff together for a series of four Staff Development Days called "Partners for Excellence." While the new Staff Development Days have carried many positive benefits—including the opening of a dialogue between administration and staff, in bringing the entire CDP staff together to discuss overall questions of Program mission, goals and policies, and in serving to identify the real needs of the staff and the sites within the CDP—

[25] Phillips, ed., 1987.

such large-scale events continue to be inadequate in addressing extensive and specific training needs.

Because many Permit staff with less than a Bachelor's degree are required by the renewal provisions of their credential to continue their education, they must seek training outside of the CDP, at local colleges and universities.

It therefore makes sense for the CDP to work closely with San Francisco training institutions. In this way, the CDP can utilize existing local resources more effectively in a comprehensive staff development plan. To help such a process along, SEEDS convened a meeting in April, 1995 between representatives of local training institutions and San Francisco Unified School District administrators, to discuss strategies for the better articulation of training resources. Participants discussed a number of possibilities, including:

- the creation of a training consortium between the CDP and local colleges and universities, placing a greater emphasis on on-site training at CDP centers;
- ways to secure academic credit for training received by CDP staff;
- the use of CDP classrooms as internship and field placement sites for local early childhood education students; and
- the use of CDP staff development funds not only for outside trainers and experts, but also to provide release time and stipends to experienced staff within the Program who can serve as mentors and resource teachers—recognizing the considerable pool of talent and expertise the CDP already has within its own system.

STAFF DEVELOPMENT IS AT THE HEART OF THE MANY INTERCONNECTED CHALLENGES FACING THE CHILD DEVELOPMENT PROGRAM. WITHOUT A VIABLE, ONGOING PLAN FOR STAFF DEVELOPMENT, THE CDP CANNOT BUILD A HIGH-QUALITY PROGRAM OF SERVICES FOR SAN FRANCISCO'S CHILDREN AND FAMILIES.

Meeting participants expressed concern that CDP staff identified the need for more training in several areas of basic core competency. The Child Development Program clearly needs, then, a mechanism for assuring that all staff share a recognizable, baseline level of knowledge and practice. In order to remain motivated to continue their own development, staff also need to see a "payoff" from training—not simply in raises but in real career advancement, with incremental steps provided within job classifications.

CAREER ADVANCEMENT

In addition to the need for staff training, the CDP also lacks a plan for career advancement and career development. "Individuals who work directly with young children should be able to envision a future in this work. Too often, the only opportunity for advancement in early childhood programs requires leaving direct work with children. Career ladders linked to a salary scale offer opportunities for advancement through merit increases and recognition of higher levels of preparation and mastery of practice. By offering opportunities for advancement while continuing to work with children, career ladders promote higher quality services for children."[26]

Because retirement and job turnover rates are very low, paraprofessionals have a particularly difficult time moving into teaching positions, even when they are qualified. SEEDS research has revealed that the CDP employs many staff with B.A. degrees in paraprofessional classifications.

This situation needs further internal examination with a commitment to a career advancement ladder within the Program. While staff may choose to stay in their positions anyway because of job security and good benefits, such a situation offers them little motivation to grow and develop as professionals, and can all too easily lead to stagnation.

SEEDS is proposing a Career Ladder Matrix, (see accompanying table), specifically developed

[26] Johnson & McCracken, eds., 1994

SEEDS PROPOSED CAREER LADDER MATRIX – SFUSD CHILD DEVELOPMENT PROGRAM

JOB TITLE	TITLE V EDUCATION REGULATIONS	DEGREE/NUMBER OF UNITS	AUTHORIZATION
Site Manager *(Administrator)*	Full CCIP + Supervision Permit	BA/MA; 12 units Advanced CD + CBEST + 6 units Administration/Supervision	Direction and supervision of site program. May supervise multiple site programs; supervises all levels of center staff. Administrative responsibility for the operation of the center.
Teacher II ***Lead/Head Teacher*** ***(Certificated Personnel)***	Full CCIP + Supervision Permit	BA; CBEST + 6 units Administration ("Director Qualified")	May substitute for Site Manager; may provide instruction as a classroom teacher and supervise a single site program; may serve as a site-based coordinator of curriculum and staff development. May supervise all classroom staff.
Teacher I *Fully Qualified Teacher* *(Certificated Personnel)*	Full CCIP (Note: Some Life Permits were granted before 1979 holders were "grandfathered" in at less than a BA for Full Certification) (*Need District CEU requirement only)	BA; 124 units + CBEST + experience	May provide instruction and supervision for 24-28 children as a classroom teacher; and may supervise assistant and para level staff under the direction of the Site Manager/lead teacher.
Associate Teacher II *(Certificated Personnel)*	CCIP Regular Permit (CEU renewable)	CCIP Continuing Education; renewal requires progress toward a BA degree (15 units with each 5 year renewal)	May provide instruction and supervision for a group of 24-28 children as a classroom teacher; may supervise Assistant level staff under the direction of Site Manager/lead teacher.
Associate Teacher I *(Certificated Personnel)*	CCIP Regular Permit (CEU renewable); 24 units ECE, 16 units ECE, 2 years paid experience + 1 year service @ Limited Permit status	62 units (AA degree); renewal requires progress toward BA degree (15 semester units with each 5 year renewal)	May provide instruction and supervision for a group of 24-28 children as a classroom teacher; may supervise Assistant level staff under the direction of the Site Manger/lead teacher.
Assistant Teacher II *(Classified Personnel)*	Limited Permit	15 ECE units; renewal requirements to achieve full certification ("Teacher Qualified")	May supervise a group of 24-28 children at ***specifically designated time periods*** (open/closing; buses); assists in the instruction and supervision of children; under the supervision of Associate Teacher I or above. Does not supervise staff.
Assistant Teacher I *(Classified Personnel)*	Emergency Permit; CDA Credential (9 units equivalence) or 12 units ECE	12 units ECE or CDA + "Letter of Need" from agency/district + ECE experience	May supervise group of 8-14 children; assists in instruction and supervision of children; works under supervision of Associate Teacher I or above. Does not supervise staff.
Paraprofessional II *(Classified Personnel)*	2 years experience	6 units ECE/CD	May supervise group of 8 children outside the visual supervision of full qualified teacher (i.e., bathroom/small group); assists in instruction of children; works under the supervision of Teacher I or above.
Paraprofessional I *Entry Level Aide* *(Classified Personnel)*	No unit requirement; depends on hiring agency; passage of SFUSD examination	None	Must work under visual supervision of Teacher I or above.

for the SFUSD's Child Development Program.[27] We have carefully studied existing staffing patterns, the distribution of classified and certificated staff, issues of supervision (both staff and children), and collective bargaining agreements, and viewed them in the context of the newly devised Proposed Child Development Permit Matrix.[28]

The newly developed Proposed Child Development Permit Matrix plan for all of California was developed over nearly three years with the participation of over 100 child development professionals. It has already gained approval from the California Commission on Teacher Credentialing (CTC).[29]

SFUSD has an opportunity to anticipate future directions and begin to develop its own career "lattice" process, within the constraints of its own organizational structure. The SEEDS proposed matrix has retained the distinction between certificated and classified staff, choosing to spread out the steps within each classification, with parallel increments in education, experience and authority. The accompanying table may help clarify roles, and provide a visual reference-point for staffs' upward mobility. Adopting such a process can help ensure that staff members' incremental education is recognized, titled and compensated.

Further, through careful planning, individual centers can be better balanced, experientially, educationally and ethnically, through the more efficient allocation of staff. For example, paraprofessional staff with 12 to 60 units can qualify for Emergency or Limited Instructional Permits, and, as Assistant/Associate Teachers legally take on some of the duties currently assigned to Fully Qualified Teachers (e.g. opening and closing centers, busing supervision, field trip ratios, etc.). This could afford considerable savings to the CDP.

This career development plan puts forward an enhanced definition of the role of lead teacher, institutionalizing the importance of site-based curriculum development and mentoring of classroom staff. This enhanced role can motivate staff to aspire to more responsible positions and reverse the trend of stagnation currently evident within the CDP. Such a model affords staff with an opportunity to realize some tangible rewards for their continued professional development.

COMPREHENSIVE SERVICES: SUPPORTING THE NEEDS OF FAMILIES

Children and families frequently come to the Child Development Program with complex and interrelated educational, social and health services needs, particularly because eligibility guidelines for subsidized child care give priority to children who receive protective services and/or who live in very low-income households.

It is widely acknowledged that quality child development programs encourage parent involvement and are linked to comprehensive health and nutrition services. Programs which are most successful with populations such as those the CDP serves, are comprehensive, flexible, and responsive. Additionally, our first *National Education Goal*, which declares that all children start school "ready to learn," lists health care, parent education and support, as well as access to quality preschool programs as essential elements of the strategy for achieving that goal.[30]

Ideally, child development centers should be neighborhood-based centers that provide comprehensive services for the whole family, including parent workshops, support groups, counseling, health screenings, immunizations and well-child checks, as well as linkages with other community-

[27] Epps-Miller, 1995.

[28] Sharpe & Cohen *et al*., 1994.

[29] Recently, the CTC initiated a rule making process to amend Title 5 of the California Code of Regulations to conform to the new Child Development Permit. The CTC also has introduced legislation regarding recognition of non-university based training. This educational reform process also calls for the articulation of teacher preparation programs offered at community colleges, state colleges and universities. Further, it proposes to record and track continuing education units, both matriculated and in-service, for periodic renewals of certification using a computerized card-key tracking system.

[30] Schorr, 1988; Carnegie Task Force, 1994; National Education Goals Panel, 1993.

based service organizations that provide health, mental health, special needs services and support. Administration and staff should think in terms of having whole families in their care, not just children for part of the day. The focus should be on serving children within the context of the family and the community.

Children in the Child Development Program range from age 2 years, 9 months through third grade; more than 92% are members of ethnic minorities and over 70% speak a home language other than English. Many of the children's families receive AFDC, many live in public housing, and some are homeless. Some children have been physically or sexually abused and are referred to the Child Development Program by Child Protective Services, and some have experienced other kinds of trauma from violence. In certain areas of the city, parents have told Program staff that they constantly hear gunshots and have to keep their children inside, severely limiting their opportunities to engage in normal and healthy play. A number of children come to the Program unprepared to function well in group sizes that are common in child care programs (e.g., 20-24 children), and need more focused, individualized attention. The Program regularly encounters children with speech delays, untreated ear infections, a lack of dental care and other health needs, including lack of updated immunizations. As a consequence, the CDP is the natural location to either offer or refer families to these essential services.

QUALITY CHILD DEVELOPMENT PROGRAMS ENCOURAGE PARENT INVOLVEMENT AND ARE LINKED TO COMPREHENSIVE HEALTH AND NUTRITION SERVICES

The SEEDS Project found that the CDP is only able to provide a disturbingly small amount of ancillary[51] health, social services and family support in response to identified needs. At present, the District lacks sufficient commitment to the provision of comprehensive services as an essential component of a high-quality child development program. The CDP lacks a comprehensive program-wide plan for coordinating social services and the resources to implement such a plan. In addition, the CDP also lacks sufficient ancillary staff to provide services.. Although it serves over 4,000 children, it employs only two social workers, one nurse and one part-time parent involvement coordinator. In the mid-1980s, by contrast, the CDP employed five to six social workers to serve approximately 3,500 children.

Many Program staff we talked to feel that while they are serving some of the children with the greatest needs in the San Francisco, they are rarely able to provide the depth and range of family supports that children and families need. The two social workers and nurse practitioner report that they devote the majority of their time to crisis intervention. They are keenly aware of the needs of the Program's children, and report that in recent years the number of families with special needs has increased significantly. They know what kinds of preventive programs would help these children, and feel that delivering preventive services should be an important component of their jobs. They express great frustration that, because of the huge numbers of children they are responsible for, valuable and specialized early intervention and preventive work is unavoidably kept on the back burner, while all of their time is taken up by crises.

The Program, in particular, serves many children who are not currently eligible for Special Education services but who still have individual, special needs. Such children need to be identified and should be receiving consultation services and other program modifications to support their development. It is of great concern that some of these children will qualify for Special Education later, unless they receive early intervention services that could prevent such referrals. Many others, who do not and will not qualify for Special Education, will also fare poorly without these early supports. Of those children who qualify for Special Educa-

[51] While this terminology is traditional, we believe such services are integral to the Program and should not be construed as "nonessential."

tion services, SEEDS found that SFUSD does not have effective inclusion practices. Additionally, most services offered to children with special needs occur through the segregated preschool Special Education Program, not within the CDP.

The San Francisco Unified School District is highly dependent on other community agencies to address the many needs of the high-risk population it has been called upon to serve. Gaps in services available to CDP families exist, and a number of potential opportunities for collaboration between the CDP and public and private community agencies remain untried. In its June 1994 Preliminary Child Development Program Plan, the CDP Interim Management Team noted the lack of a plan for providing comprehensive services and recommended that the Program "make a thorough assessment of the needs of the population that it serves and liaison with other city departments and CBOs (community-based organizations) to address those needs." While the Interim Management Team has taken some steps in this regard, including the development of a weekly rotating clinic which will be instituted in June, 1995, a comprehensive assessment still needs to be undertaken and a comprehensive plan put in place.

In March 1995, SEEDS hosted a "community summit" to develop an action agenda for collaboration between the Child Development Program, the District and public and private agencies that deliver comprehensive services to children and families. The summit convened people from a variety of community agencies to identify community-based services and resources; examine the expansion of existing relationships between the CDP and various community agencies; investigate and initiate new linkages in order to maximize SFUSD's and the CDP's access to federal and state funding for comprehensive services; and address the need for articulated follow-through services for children as they enter and become part of the K-12 system from public and private preschool programs.

FISCAL MANAGEMENT AND PLANNING: EFFICIENTLY UTILIZING LIMITED RESOURCES

The Child Development Program is in a financial position that has threatened its existence for many years. While all state subsidized child development programs have suffered from a lack of adequate funding, San Francisco Unified School District's Child Development Program has also suffered from its inability to control certain costs and its inability to generate all income available through its California Department of Education contracts. Consequently, the Child Development Program has needed support each year from the District's General Fund in order to meet operating expenses. The amount budgeted from the General Fund for 1994-95 is $2,829,794, which represents approximately 10% of planned expenditures of $25,525,784.

Additionally, preliminary projections of the shortfall of income in 1994-95 indicate a loss of $2,700,000, due primarily to a period of underenrollment resulting in an underearning of the CDP's full contract. Title IV-A retroactive funds received on a one-time only basis in 1994-95 offset the loss of income and, in addition, provided funds needed for instructional supplies and equipment.

However, current funding for California public education does not provide assurance that the District will always have the resources to maintain or expand its level of support while providing for the financial stability of its operations. For this reason, the Child Development Program must become more efficient, as quickly as possible, to ensure its own long-term future.

While the District has traditionally viewed the Child Development Program's need for support as an ***encroachment*** upon District resources, we believe that a role of ongoing support and ***enhancement*** of the Program is a proper one for the District to assume, and that a significant shift in attitude toward the District's long-term commitment to the financial support of the Child Development Program is therefore in order. With re-

search showing positive long-term outcomes from high-quality child development programs, the District should make a strong philosophical commitment to building and maintaining a first-rate Child Development Program. Such a commitment should be backed up with a continuing assurance of District resources, as well as the District's ongoing partnership in seeking other public and private sources of funding and support. The District should view every dollar spent on *high-quality* early childhood education as an *investment* that can result in better K-12 outcomes, the need for fewer special education and remedial services, and lower high school drop-out rates.[52] Yet, these proven outcomes necessarily are dependent on sufficient investments to ensure that high-quality child development programs are actually offered.

By gathering and analyzing information on income and expenses for individual centers and the Child Development Program as a whole, SEEDS noted at various sites, clear patterns of overstaffing or understaffing, severe under-enrollment, and levels of expenditure well out of proportion to income. It is of particular concern that some 94% of the Child Development Program's budget is spent on salaries and benefits. This very high rate of expenditure exceeds California Department of Education's recommended budget guidelines.[53] Consequently, the Child Development Program can do very little in an effective way, on six percent of its budget, to meet its ongoing needs for training and staff development, equipment and materials, facilities maintenance and improvement, and comprehensive family support services.

INDIVIDUAL CENTERS NEED TO WORK IN PARTNERSHIP IN ORDER TO ASSURE THAT THE PROGRAM AS A WHOLE OPERATES WITHIN ITS BUDGET.

The terms of current collective bargaining agreements which define full-time and part-time teaching schedules have impeded the Child Development Program's ability to operate in a fiscally sound manner. The number of part-time positions at some centers greatly adds to the cost of the Program, reduces its cost effectiveness, and contributes to discontinuity of care, thus undermining quality.

There are some important collective bargaining issues involved in changing the current staffing situation. While there is room in the present collective bargaining agreements for moving staff among sites to assure appropriate staffing, other practices with significant fiscal implications may be harder to change—for example, modifying staff schedules in order to have more full-time staff, or lengthening instructional staff's work days. Some change may happen only through the slow attrition of current staff. Any modifications to current practice will require careful consideration and cooperation by all those involved, namely parents, staff, bargaining units, the CDP, and the District.

Site by site analysis of revenue generation and expenditures made it evident that individual centers need to work in partnership in order to assure that the Program as a whole operates within its budget. This does not mean that every center will be able to operate within the limits of the income it generates through its share of the overall enrollment. Rather, if one center is costing more than it is generating, one or more centers need to be generating more income than they require in order for the total system to remain in balance.

In addition to good program management, several factors greatly influence the ability of an individual center to operate within its income limits:

Children Served, Ages and Needs It is much costlier to serve preschool-age children than to serve school-age children. Because of state-mandated adult/child ratios, preschool programs require 75% more staff than school-age programs. A center that has a sizable percentage of school-age children will therefore be able to generate

[52] High/Scope, 1993.

[53] Child Development Division of California Department of Education Policy Memorandum No. 88-11, October 1988.

Child Days of Enrollment (CDEs)[34] at a lower cost than a center that serves all preschool children. Typically, it is also more costly to operate centers with high concentrations of "at-risk" children due to the additional individual attention, administration and equipment required.

Hours of Operation Current hours of operation for most of the CDP sites support family needs, and current child development industry standards. A study conducted in early April, 1995 found that hours of operation have had very little negative fiscal impact, if any, on the CDP budget. However, careful monitoring of family needs could avoid inefficiency in the future.

Longevity of Staff More experienced staff command higher salaries. A concentration of experienced staff at a given center will result in a higher staff cost per child days enrollment (CDE).

Full-Time vs. Part-Time Staff The ratio of full-time to part-time staff varies considerably from center to center. Since full benefits packages are provided for all teachers, this has considerable budget implications.

Necessary fiscal reforms depend upon: each center within the Child Development Program working for the good of the whole; District-wide standards in place; and the Program's Central Office provision of centralized monitoring and control over the adequacy of staffing, enrollment, services and supplies.

NEXT STEPS: PRIORITIES FOR CHANGE

Throughout the past year, the SEEDS Project has sought to stimulate reflection and change in the Child Development Program by asking the right questions, listening carefully to the answers, sharing the information we have learned, and bringing people together who are ready and willing to help. We recognize, however, that the views and opinions expressed in this Report are only a step along the way, and that it now falls to the administration, staff, unions and parents of the Child Development Program, along with the Board of Education, to work together to set their own goals and priorities for the future.

Above all, therefore, we propose the following three general recommendations:

- that the Program now create ***a democratic and inclusive process*** to ensure the full participation and ownership by all concerned in the systematic reform of the Child Development Program. The new CDP Director should initiate a process in which staff and parents gather to analyze the SEEDS Report and Coordinated Compliance Review findings, set goals and priorities, and agree on steps towards implementing change.

- that the Program schedule and celebrate ***a formal "re-opening day,"*** signaling its resolve to embark on a new path toward excellence in services for San Francisco's children and families.

- that an independent evaluation be conducted in 1998, using the recommendations in this Report, and the CDP's own blueprint of goals and priorities, to measure the Program's progress and performance over the three-year period. This should be done in addition to the Program's own annual self-evaluation process at the central and site levels.[35] The results of this evaluation should be formally presented to the Superintendent and the Board of Education.

[34] One Child Day of Enrollment (CDE) is any child enrolled in a program for 6.5 to 10.5 hours per day, with a minimum of 7.0 hours per day in programs funded by Title IV-A. Reimbursement to programs by the California Department of Education is made at a rate of $6,032 per child per year, or $24.3226 per day for 248 days.

[35] We note that the California Department of Education, in its Coordinated Compliance Review (Preliminary Findings, April 1995) of the CDP, found the Program "non-compliant" in the area of evaluation. It found that "although each site does a yearly self-evaluation using the Exemplary Program Standards, the agency does not have in place a plan for annual agency-wide self-evaluation to determine whether the program goals and objectives are being met, and [whether] any modifications are implemented." The Department recommended an annual District-wide self-study process.

PRIORITIES AND TIMELINES

In order to facilitate the CDP's efforts to respond to this Report and to implement an inclusive, Program-wide process of renewal, we have grouped the SEEDS Project's major recommendations into the following twelve areas of highest priority, along with suggested timelines for action.

1. FULL RECOGNITION OF THE CHILD DEVELOPMENT PROGRAM'S IMPORTANCE

Many of the Child Development Program's problems can be traced to its low-status position within the San Francisco Unified School District. The Board of Education and the Superintendent of Schools can make an immeasurable difference in launching reform and boosting morale by explicitly embracing the Program, as soon as possible, as the cornerstone of the District's educational mission. High-quality early childhood education and school-age child care are not only indispensable to San Francisco's children and families, but they are central to the District's goal of promoting educational success throughout the school years.

- ***Timeline:*** Immediate and continuing attention by the Board of Education and the Superintendent of Schools.

2. MISSION AND EDUCATIONAL PHILOSOPHY

We applaud the recent effort by the Child Development Program to draft a mission statement—the absence of which has created fundamental problems of direction and cohesion for the entire Program. We also commend the Board of Education's recent move to incorporate the CDP into its official statement of educational goals. Unfortunately, these efforts have been conducted separately. A finalized mission statement specifying Program goals and objectives—and explicitly including school-age child care—must be completed as soon as possible by the new CDP Director, in partnership with a representative team of CDP and District personnel and parents, and endorsed and adopted by the Board of Education. The Program must then ensure that its official mission and educational philosophy are familiar to and understood by personnel and parents at all levels of the Program.

- ***Timeline:*** Immediate attention by the CDP Director.

3. MANAGEMENT STRUCTURE AND LEADERSHIP

An overly narrow administrative structure, and an organizational culture in which roles and lines of authority are often unclear, have led to system-wide problems of leadership and accountability. There must be further joint discussion between the CDP and the District about where various administrative functions should best be housed. Steps must also be taken to relieve the unnecessary isolation among CDP classrooms which are paid for by different funding streams. High-priority areas for action are:

a) adoption of a new management structure, as described in the Management section of this Summary, above;

b) development and dissemination of organizational charts which clarify administrative roles, lines of authority, and each CDP staff member's job function; and

c) maintenance of the accounting function within the CDP, and a transfer of the District's preschool Special Education classrooms to CDP administration, using Special Education Department funds.

- ***Timeline:*** a) Immediate review of the present CDP management structure, with the adoption of a revised structure by September, 1995, and revised and/or newly-created staff positions in place by FY 96-97.

  b) Development of an organizational chart for the CDP by January, 1996.

  c) Review of accounting, nutrition, special education and other shared CDP/District functions during the Summer and Fall of 1995.

4. COMMUNICATION

The Interim Management Team has made impressive progress in opening lines of communication at all levels of the Child Development Program. After a long legacy of miscommunication, mistrust and site-by-site isolation within the Program, however, much remains to be done in order to embed this progress permanently within the CDP's institutional structure. High priorities in this area are the development of:

a) a consistent and regular method for disseminating information from the CDP Central Office to all site-level staff;

b) procedures that allow the Central Office to monitor activities at sites more closely, and that include feedback from site staff on a regular basis;

c) a Program-wide Policies and Procedures Manual, which we understand is currently underway; and

d) procedures for regular communication between CDP and elementary school staff.

- ***Timeline:*** a) Newsletter or other method of communication from Central Office to sites developed and initiated by Fall, 1995.

  b) Monitoring and feedback procedures in place by January, 1996.

  c) Completion and dissemination of Policies and Procedures Manual by January, 1996.

  d) More formalized communication linkages between CDP and elementary school staff in place at each site beginning in September, 1995 and being strengthened thereafter.

5. CURRICULUM

A great deal of excellent teaching by dedicated, hard-working staff is taking place throughout the Child Development Program. But a lack of overall standards, guidance and direction in Program curriculum and educational philosophy has made the achievement of high-quality in CDP classrooms extremely sporadic. We are particularly concerned that 33 of the 42 preschool classrooms observed in the Child Development Program sites fell below overall scores of 5.0 ("good") on the Early Childhood Environment Rating Scale (ECERS) assessment and that 19 of 22 school-age CDP classrooms fell below a 5.0 rating on the School Age Care Environment Rating Scale (SACERS). In order to establish a clear vision of excellence, within which individual sites would then have the freedom to develop their own local variations, it is essential for the Child Development Program to choose a unified curriculum model and then take decisive steps toward implementing it at all Program sites.

- ***Timeline:*** Immediate appointment by the CDP Director of a Curriculum Committee composed of: administrators, teaching staff and parents, as well as early childhood education and school-age child care experts from outside San Francisco Unified School District to develop and/or select a Program-wide curricular framework by September, 1995.

  Over the next two years, CDP central administration should take action to coordinate a program of training and technical assistance, including staff time, equipment, and financial resources, to help each site and each classroom develop and implement the curriculum. We recommend that all Program sites set the goal of achieving at least a 5.0 ECERS and SACERS rating by September, 1997.

6. FACILITIES, EQUIPMENT AND SUPPLIES

Many District facilities are old and in serious disrepair, leading to especially serious concerns for young children who spend many hours of each day in such environments. The SEEDS review found a significant number of health and safety hazards at CDP sites: poor lighting, cleanliness and overall maintenance in a variety of classrooms; and a particular inattention to bathrooms and outdoor play spaces. A serious shortage of appropriate equipment and supplies has also led to an overall lowering of Program quality at many sites. Although there has been a recent per-classroom allocation of funds for equipment and supplies, we

believe that a further short-term expenditure is still necessary, particularly as a way of supporting the implementation of a new CDP curricular model. We are heartened by the SFUSD Draft Capital Assets Management Plan which identifies certain CDP sites for improvements over the next five years; nonetheless, this plan must be closely monitored and work in addition to this plan must occur. High priorities include:

a) the identification and removal of all health hazards at CDP sites, including lead (contained in paint, soil and water) and asbestos, and the development of procedures to prevent future hazards;

b) a reduction of the numbers of children in classrooms as necessary to ensure minimum square footage per child;

c) a program of repairs and upgrading at Child Development Program sites, with special attention given to bathrooms and outdoor play spaces, which will require SFUSD to actively seek additional resources for capital improvements which do not rise to the priorities listed in the SFUSD Draft Capital Assets Management Plan;

d) an inventory of all sites to ascertain the amount, variety and condition of indoor and outdoor equipment and supplies;

e) a system-wide plan for the ongoing purchase, replacement and/or repair of equipment and supplies to ensure the high-quality provisioning of all classrooms, and a one-time equipment and supply expenditure to immediately alleviate Program-wide deficiencies which go beyond the recent per-classroom allocations; and

f) the guarantee, for all Child Development Program sites, of SFUSD space which is permanently dedicated to CDP use.

- ***Timeline:*** a) Immediate action on a program of lead and asbestos abatement for all CDP sites, fundable through Proposition A.

  b) Immediate reduction of the numbers of children in classrooms as necessary to ensure minimum square footage per child.

  c) Immediate action to develop and implement a program of repairs and upgrading, with the use of available Proposition A and B funds and with outside funds as necessary.

  d) Build on the recently conducted inventory of equipment and supplies, in order to ascertain continuing needs, during Summer and Fall of 1995.

  e) One-time equipment and supply expenditure for all CDP sites commencing with FY 94-95 with one-time only Title IV-A retroactive funds and continuing in FY 95-96 and 96-97, and a system-wide plan in place by January, 1996 for ongoing purchases, replacements and/or repairs.

  f) Immediate review by the District of its allocation of space to CDP sites, with guarantees of permanently dedicated space for all sites by beginning in FY 96-97.

7. PARENT PARTICIPATION, EDUCATION AND SUPPORT

Active parent involvement in education not only strengthens children's prospects for learning and success; it strengthens schools themselves. But while parents have shown, throughout the SEEDS review process, a high level of interest in their children's education and a strong willingness to participate in the Program, they remain a largely untapped resource. High priorities in this area are:

a) planning and implementation of a program of parent participation, education and support throughout the CDP, including specific standards for parent-staff communication, cultural awareness and sensitivity, parent activities, and parent advocacy and involvement in the creation and guidance of CDP policy;

b) employment of a full-time Parent Involvement/Family Support Coordinator;

c) development of a standard Parent Handbook for the Program;

d) creation of parent/staff teams at each CDP site to coordinate parent involvement and activities; and

e) reactivation of Center Parent Advisory Councils at each site, as well as reconstitution of the District Policy Advisory Council (DPAC), to give these bodies greater clout in affecting and creating policy within the CDP and the District.

- ***Timeline:*** a) Development of a plan for a comprehensive parent program to be completed by March, 1996.

  b) Full-time Parent Involvement/Family Support Coordinator on staff by FY 96-97.

  c) Parent Handbook completed by September, 1995.

  d) Parent/staff teams in place at each site by January, 1996.

  e) Reactivation of Center Parent Advisory Councils at each site by September, 1995, and a review of the DPAC to begin in September, 1995 with a formal restructuring plan in place by March, 1996.

8. STAFFING

The Child Development Program employs a large number of teaching staff in part-time positions, and has an unusually brief definition of the full-time work day, leading to serious problems of continuity and quality of care for children. There also has been understaffing and overstaffing at various Program sites, and a lack of clarity and consistency in staff hiring procedures. High priorities for action include:

a) the employment of fewer teaching staff in part-time positions, perhaps by restructuring part-time positions into full-time positions;

b) a review of the current definition of a full-time teaching day;

c) the elimination of understaffing and overstaffing at CDP sites;

d) a review of ongoing staffing requirements, as measured against enrollment goals and attendance projections, for each site; and

e) a review of District hiring policies in order to decrease the time it takes for a new employee to reach a probationary teaching staff position in the CDP, and to create a process by which the District clearly seeks to *permanently* employ the most highly qualified individuals.

- ***Timeline:*** a,b) Re-examination by the District and the collective bargaining units of current definitions of full-time and part-time teaching during Fall, 1995, with a significant reduction in the number of part-time positions through attrition and though the collective bargaining process.

  c) Immediate elimination of understaffing through the transfer of staff from sites which are overstaffed.

  d) Review of ongoing staffing requirements for each site during Summer of 1995 for Fall of 1995 and monitored regularly thereafter.

  e) Re-examination of District hiring policies for CDP teaching staff during Fall, 1995, with a revamped hiring process in place by June, 1996.

9. STAFF DEVELOPMENT

While Child Development Program teaching staff have above-average levels of education, and generally exhibit high levels of sensitivity, skill and dedication, a serious lack of ongoing opportunities for training, staff development and career advancement has become a major impediment to overall Program quality. We have found that staff themselves widely agree on the great need for more training and career-ladder options. The highest priorities for action are:

a) the development of a comprehensive, ongoing, site-based plan for pre-service and in-service training for each CDP job classification, with activities tied to clearly-defined competency standards. In particular, training should focus on the curricular framework being implemented Program-wide; appropriate supervision; multicultural education including cultural awareness and sensitivity; programming for special needs/at-risk children; health and safety; the design and provisioning of high-quality learning environments for young children; and methods of encouraging and facilitating parent participation;

b) articulation and collaboration with other San Francisco training institutions in providing a high-quality staff development program throughout the CDP; and

c) the definition and creation of career ladder options for all CDP staff positions, both within the CDP and with the District's K-12 program.

- ***Timeline:*** a) Staff development plan developed beginning in the Fall of 1995 and in place by June, 1996, subject to annual review.

  b) Discussions between the CDP and other San Francisco training institutions during the 1995-1996 school year, with a plan for community-wide articulation of training by September, 1996.

  c) Review of career ladder options for CDP staff during the 1995-1996 school year, with a revised plan by June, 1996.

10. COMPREHENSIVE SERVICES FOR CHILDREN AND FAMILIES

Many children and families come to the Child Development Program with complex and interrelated educational, social service and health care issues—ranging from developmental delays and the lack of health insurance to physical and sexual abuse, trauma from violence, and homelessness. The Program's ability to respond is hampered, however, by a lack of centralized planning, a shortage of social service and health care staff, a lack of coordination with programs operating within SFUSD and insufficient collaboration with public and private community agencies. We recommend:

a) a centralized planning process to coordinate a site-based response to child and family service needs throughout the Program, with an emphasis on early intervention and prevention;

b) a substantial increase in the number of CDP social work and health care staff; and

c) the initiation of closer linkages by the CDP with the District and other public and private community agencies for the purpose of better sharing resources and the expansion of successful programs.

- ***Timeline:*** a) Service plan by Spring, 1996.

  b) Incremental increases in ancillary staff beginning FY 95-96 and continuing during FY 96-97.

  c) Meetings between CDP administration and representatives of SFUSD, the Department of Public Health, the Department of Social Services, Head Start and other public and private community agencies, to discuss and implement models for collaboration in service delivery, beginning in the Fall of 1995.

11. EVALUATION, SUPERVISION AND ACCOUNTABILITY

In reaching agreements with the California Department of Education and Department of Social Services which allowed it to continue operating the CDP on probationary status, the San Francisco Unified School District acknowledged serious problems in the area of staff supervision and accountability, particularly regarding incidents of harsh or neglectful behavior toward children. The SEEDS Project has determined that past implementation of CDP's disciplinary procedures has been at odds with appropriate early childhood professional practice. While the Interim Management Team has made great improvements in the Program's supervisory and disciplinary procedures, a lack of clarity in the CDP's organizational structure continues to lead to situations in which responsibility cannot be easily identified. High priorities for action include the development of:

a) consistent policies and procedures which establish and measure core competencies, uphold clear standards of excellence in job performance, and hold staff accountable for unacceptable behavior toward children, while protecting the due process rights of staff;

b) a leadership development program, created as a regular part of CDP staff development efforts, with the goal of empowering and encouraging staff at all levels to exercise appropriate authority and initiative, and to be accountable for their work;

c) revised collective bargaining agreements between the District and its teachers and paraprofessionals, in order to reflect statutory requirements concerning child abuse reporting and early childhood professional practice; and

d) an effective evaluation process for day-to-day substitutes, in which acceptable results are required for continued employment.

- ***Timeline:*** a) Review of job performance standards and evaluation procedures should begin immediately, with revised policies and procedures in place with the next collective bargaining agreements.

  b) Leadership development program initiated September, 1995.

  c) Immediate review of the substitute evaluation process, with revised policies and procedures in place by Fall, 1995.

12. FISCAL REFORM

The Child Development Program is in a financial position that has long threatened its existence. While we cannot minimize the inadequacy of state subsidies for child development, serious problems currently exist within the SFUSD largely because it has not controlled certain costs, and has not generated, due to underenrollment, all the income that is available through its contracts. It is of particular concern that staffing costs constitute 94% of the CDP budget—a situation that could be alleviated by reducing the number of part-time positions (thereby lowering the costs of benefits and training) as well as the number of positions that do not involve working directly with children. The Program must become more fiscally efficient, as quickly as possible, to ensure its long-term continuation. High priorities in this area are:

a) a coordinated and equitable effort to reduce staffing costs throughout the Program;

b) a centralized and more efficient CDP enrollment process (currently in development); and

c) the assurance of annual financial support from the San Francisco Unified School District in order to enhance Program quality in conjunction with the Program's implementation of necessary fiscal reforms.

- ***Timeline:***

  a) Immediate review of staffing patterns and costs (including a review of collective bargaining agreements), with an eye toward substantial reductions by the 1996-1997 school year in the number of part-time positions, and in the overall number of staff not working directly with children.

  b) Completion of reform of the enrollment process so as to be ready for school enrollment for the 1995-1996 school year effective September, 1995.

  c) Review by the Board of Education of the Child Development Program's fiscal progress, and action to ensure annual support of the Program through the District's General Fund.

CONCLUSION: SEEDS OF OPPORTUNITY

This report is the result of a community-wide collaboration for change. We have sought to foster open communication at all levels of the Child Development Program and to reach consensus on problems, needs and goals. The Program's licensing and funding status remains in jeopardy, and while it is rarely gratifying to create policy reform within an atmosphere of crisis, we also recognize that crisis brings opportunity. The current crisis within the San Francisco Unified School District's Child Development Program has brought with it a major chance for renewal that can greatly benefit the city's neediest children and families. The District now has the opportunity not only to address serious concerns about its Child Development Program but to build on the Program's strengths, designing a comprehensive, high-quality system of child and family services that could be a model for other cities and communities. Many people throughout San Francisco, and many sources of potential support, are ready and eager to help.

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41 Early Childhood Environment Rating Scale

42 School Age Care Environment Rating Scale

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SFUSD PREKINDERGARTEN, SCHOOL AGE, CHAPTER 1 AND STATE PRESCHOOL PROGRAMS

SFUSD Child Development (PreK, SA) Programs

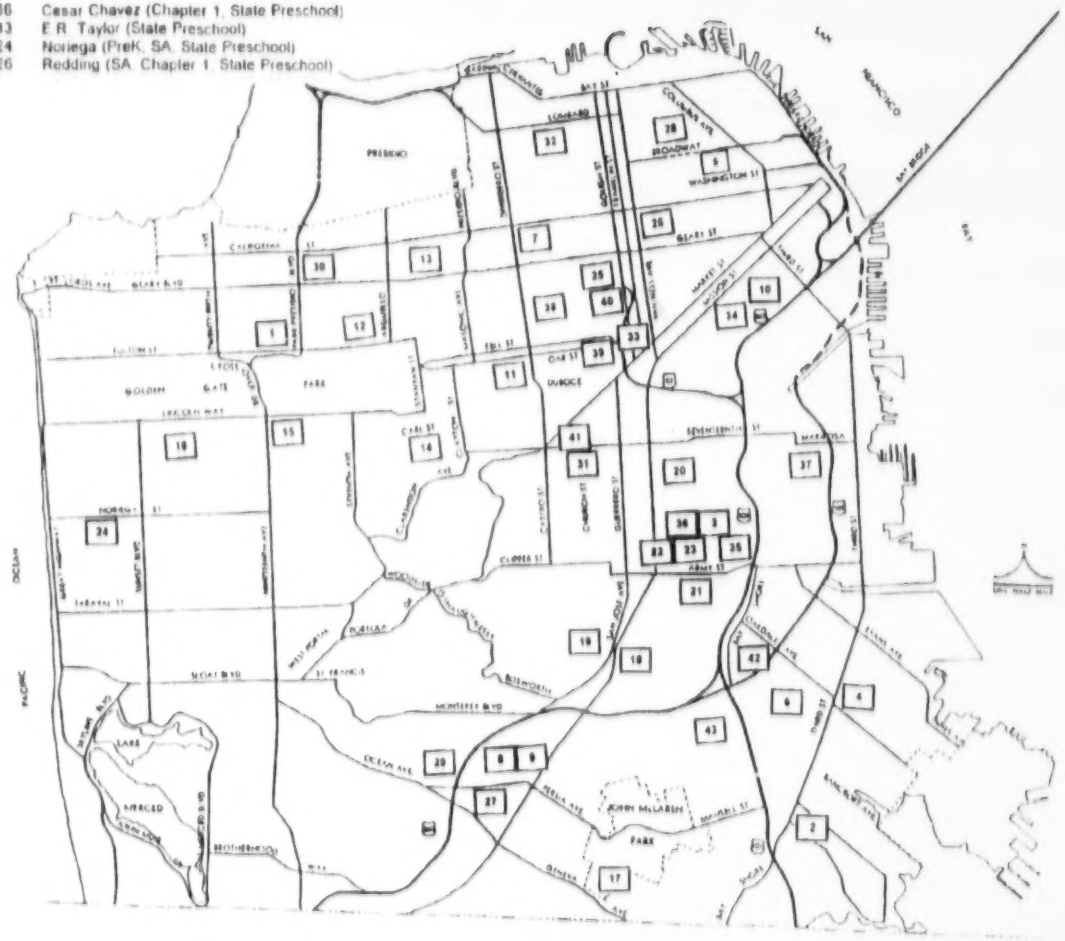
1 Argonne (PreK)
2 Bret Harte (PreK, SA, Chapter 1)
3 Bryant (PreK, SA)
4 Burnett (PreK, SA)
5 Commodore Stockton (PreK, SA, Chapter 1)
6 Dr. Charles Drew (PreK, SA, Chapter 1)
7 Dr. William Cobb (PreK, SA)
8 Excelsior (PreK, SA)
9 Excelsior at Monroe (SA)
10 F.E.C. (PreK, SA)
11 Florence Martin (PreK)
12 Frank McCoppin (SA)
13 Geary (PreK, SA)
14 Grattan (PreK, SA)
15 Jefferson (SA)
16 Jefferson (PreK)
17 John McLaren (PreK, SA, Chapter 1)
18 Junipero Serra Annex (PreK, SA)
19 Kate Kennedy (SA)
20 Las Americas (PreK, SA)
21 Leonard R. Flynn (SA)
22 Mission (PreK)
23 Mission Annex (PreK)
24 Noriega (PreK, SA, State Preschool)
25 Raphael Weill (PreK, SA)
26 Redding (SA, Chapter 1, State Preschool)
27 San Miguel (PreK, SA)
28 Sarah B. Cooper (PreK, SA)
29 Sunnyside After School (SA)
30 Sutro (PreK, SA)
31 Theresa S. Mahler (PreK)
32 Yerba Buena (PreK, SA)
33 Yoey at B. Smith (PreK, K)

SFUSD Chapter 1 Programs

34 Bessie Carmichael (Chapter 1)
2 Bret Harte (PreK, SA, Chapter 1)
35 Buena Vista (Chapter 1)
36 Cesar Chavez (Chapter 1, State Preschool)
5 Commodore Stockton (PreK, SA, Chapter 1)
37 Daniel Webster (Chapter 1)
6 Dr. Charles Drew (PreK, SA, Chapter 1)
38 Golden Gate (Chapter 1)
17 John McLaren (PreK, SA, Chapter 1)
39 John Muir (Chapter 1)
40 John Swett (Chapter 1)
26 Redding (SA, Chapter 1, State Preschool)
41 Sanchez (Chapter 1)
42 Twenty-First (21st) Century AC (Chapter 1)

SFUSD State Preschool Programs

36 Cesar Chavez (Chapter 1, State Preschool)
43 E.R. Taylor (State Preschool)
24 Noriega (PreK, SA, State Preschool)
26 Redding (SA, Chapter 1, State Preschool)



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EARLY CHILDHOOD ENVIRONMENT RATING SCALE (ECERS)

Rank Order of Individual Measure Items

Rank Order	ECERS Item		Frequency							SFUSD Mean	OUSD Mean	Nat'l Mean
			Poor 1	2	3	4	5	6	Excellent 7			
1	E27	Creative activity supervision	-	-	-	6	25	18	17	5.70	5.67	5.76
2	E20	Gross motor supervision	-	-	-	4	42	14	7	5.36	5.33	5.40
3	E19	Gross motor time	-	-	-	-	54	5	8	5.31	5.70	5.54
4	E23	Blocks	-	-	3	16	22	11	13	5.23	4.53	4.51
5	E22	Music/movement	-	-	4	7	29	23	3	5.21	5.53	5.59
6	E30	Group time	1	-	4	5	35	13	8	5.18	5.17	5.13
7	E26	Schedule (creative activities)	-	-	6	5	35	14	6	5.14	5.60	5.36
8	E15	Fine motor	-	-	6	9	33	9	9	5.09	6.00	5.73
9	E3	Nap/rest	-	-	2	11	15	16	1	5.07	5.16	5.12
10	E9	Room arrangement	-	-	7	14	25	14	6	4.97	5.63	5.07
11	E11	Understanding language	-	-	6	16	27	8	9	4.97	5.70	5.42
12	E29	Free play	-	1	10	8	27	13	8	4.97	5.30	5.07
13	E37	Parent provisions	-	-	6	14	36	7	4	4.84	5.33	5.72
14	E21	Art	2	1	6	20	14	19	5	4.79	5.27	4.65
15	E12	Using language	1	-	5	16	31	11	2	4.77	5.80	5.62
16	E34	Adult personal area	5	3	12	10	12	6	19	4.72	5.33	4.01
17	E16	Fine motor supervision	-	-	6	20	32	6	2	4.67	5.30	5.67
18	E32	Tone	1	3	5	21	19	19	-	4.66	5.07	5.67
19	E2	Meals/snacks	-	4	12	14	22	9	4	4.49	4.97	5.42
20	E36	Adult meeting area	1	2	18	4	34	2	6	4.46	4.87	4.93
21	E6	Furnishings (routine)	-	1	16	16	23	5	5	4.45	5.67	5.53
22	E5	Personal grooming	2	-	9	29	20	-	7	4.39	4.90	5.06
23	E4	Diapering/toilet	8	2	9	14	18	4	2	4.37	4.97	5.29
24	E10	Child-related display	-	-	11	26	25	2	2	4.36	4.87	4.59
25	E13	Reasoning	-	-	16	16	31	1	2	4.35	5.50	5.08
26	E33	Exceptional provisions	3	1	18	14	18	7	6	4.34	5.33	4.67
27	E24	Sand/water	5	-	20	9	23	4	6	4.21	4.23	4.20
28	E1	Greeting/departing	1	-	26	17	13	2	8	4.18	4.53	5.32
29	E8	Furnishings (relaxation)	1	1	29	6	23	4	1	4.06	3.83	4.42
30	E7	Furnishings (learning)	-	2	15	34	13	1	1	3.98	5.37	4.37
31	E14	Informal language	7	2	13	20	17	5	3	3.97	4.73	5.41
32	E17	Gross motor space	-	-	18	38	8	2	1	3.96	5.07	4.91
33	E18	Gross motor equipment	3	-	11	47	6	-	-	3.79	4.40	4.44
34	E35	Adult opportunities	8	10	16	13	7	6	7	3.70	4.47	5.41
35	E31	Cultural awareness	1	2	35	20	2	3	2	3.57	4.93	3.78
36	E25	Dramatic play	-	1	44	16	4	-	-	3.35	3.47	3.93
37	E28	Space to be alone	5	5	52	1	4	-	-	2.91	3.80	3.80

OUSD Mean: Urban Strategies Council. *A Plan to Save and Improve the Oakland Unified School District's Child Development Programs.* Oakland, California: Author, 1989.

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SCHOOL AGE CARE ENVIRONMENT RATING SCALE (SACERS)

Rank Order of Individual Measure Items

Rank Order		SACERS Item	Frequency Poor 1	2	3	4	5	6	Excellent 7	S.E. Mean N=28	Canadian Mean* N=27	Canadian Rank**
1	S17	Departure (health/safety)	-	-	3	2	14	4	5	5.21	2.52	38
2	S14	Emergency and safety policy	-	1	1	6	11	5	4	5.07	3.22	33
3	S44	Provisions for exceptional child	-	1	1	-	10	-	3	5.07	N/A	N/A
4	S43	Supervision/evaluation of staff	-	-	4	2	17	4	1	4.86	3.41	31
5	S16	Attendance	-	2	5	1	14	1	5	4.79	4.59	3
6	S12	Health policy	-	1	6	1	14	3	3	4.75	2.30	39
7	S40	Use of community resources	-	1	4	6	11	3	3	4.71	3.96	20
8	S34	Interactions staff/parents	-	1	5	6	10	3	3	4.64	3.67	28
9	S38	Schedule	-	1	4	8	8	6	1	4.61	3.85	24
10	S47	Engagement (special needs)	-	-	1	2	-	2	-	4.60	N/A	N/A
11	S35	Staff interactions	-	-	5	9	10	3	1	4.48	4.44	6
12	S48	Peer interactions (special needs)	-	-	3	1	1	-	1	4.40	N/A	N/A
13	S28	Greeting and departing	-	-	7	8	10	2	1	4.36	3.67	27
14	S29	Staff-child interactions	-	1	8	6	8	3	2	4.36	4.52	4
15	S39	Free choice	1	3	4	5	11	2	2	4.29	4.11	14
16	S42	Staff meetings	-	2	7	5	11	1	2	4.29	N/A	N/A
17	S31	Staff supervision of children	-	1	8	10	5	2	2	4.18	4.15	13
18	S32	Discipline	-	1	7	10	7	2	1	4.18	3.74	26
19	S33	Peer interactions	-	1	6	11	8	2	-	4.14	4.07	17
20	S22	Blocks and construction	1	3	7	3	9	5	-	4.11	4.30	9
21	S5	Furnishings for routine care	3	-	9	5	5	3	3	4.07	5.19	1
22	S13	Health practices	3	1	6	6	8	1	3	4.07	2.93	35
23	S20	Arts and crafts	2	1	10	3	7	3	2	4.04	3.96	18
24	S10	Space to meet personal needs	4	2	9	2	4	2	5	3.93	3.93	21
25	S18	Meals/snacks	1	1	6	13	5	2	-	3.93	3.85	22
26	S4	Room arrangement	2	1	5	16	1	1	2	3.86	3.63	29
27	S41	Opport. for professional growth	-	-	18	4	1	2	3	3.86	4.11	15
28	S6	Furnishings for learning and rec	3	2	8	5	6	4	-	3.75	4.26	10
29	S30	Staff-child communications	1	1	12	9	1	3	1	3.75	3.96	19
30	S46	Multiple opportunities for learning	-	1	2	1	2	-	-	3.67	N/A	N/A
31	S11	Space to meet professional needs	-	5	13	3	5	-	2	3.57	4.30	8
32	S24	Language/reading activities	-	2	15	6	3	2	-	3.57	3.78	25
33	S36	Interactions prgm staff/teachers	-	3	19	1	2	-	3	3.50	N/A	N/A
34	S45	Individualization (special needs)	1	-	3	1	-	-	1	3.50	N/A	N/A
35	S37	Relation prgm staff/prgm host	-	-	21	4	2	1	-	3.42	4.70	2
36	S49	Promoting communication (special)	-	-	3	2	-	-	-	3.40	N/A	N/A
37	S21	Music and movement	2	3	13	5	3	1	1	3.39	3.56	30
38	S25	Math/reasoning activities	-	3	16	4	5	-	-	3.39	3.85	23
39	S15	Safety practice	1	11	5	5	3	3	-	3.25	2.22	41
40	S3	Space for privacy	2	4	13	6	2	-	1	3.21	3.33	32
41	S27	Cultural awareness	1	4	14	6	3	-	-	3.21	2.59	37
42	S7	Furnishings for relax/comfort	2	5	12	5	4	-	-	3.14	2.63	36
43	S1	Indoor space	4	3	12	6	2	1	-	3.07	4.44	5
44	S8	Furnish. for gross motor activities	3	5	13	3	4	-	-	3.00	4.07	16
45	S26	Science/nature activities	4	6	10	3	4	1	-	3.00	2.30	40
46	S23	Drama/theater	2	8	10	7	1	-	-	2.89	3.15	34
47	S9	Access to host facilities	10	1	9	1	7	-	-	2.79	4.26	11
48	S2	Space for gross motor activities	2	15	8	3	-	-	-	2.43	4.37	7
49	S19	Personal hygiene	13	2	5	6	2	-	-	2.36	4.15	12

* Canadian Sample (N=27 sites) - Unpublished data - White, D.R., Jacobs, E., Baillargeon, M. Montreal, Quebec: Concordia University, 1995.

** Items 36 & 42 were not included in the earlier version of the SACERS. (Note: #8, 36, 42, 44, 45, 46, 47, 48 & 49 not included in Canadian Sample.)

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COVER PHOTOGRAPHS:

Top photo: Kathy Sloane

Midde photo: SFUSD

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